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ABSTRACT

In this report, the California Postsecondary Educational Commission responds to a request by the Chancellor of the California Community Colleges that it review a proposal for a new community college--Folsom Lake College in Sacramento County within the Los Rios Community College District. The Commission offers eight conclusions and two recommendations, based on criteria adopted in its recently revised Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers (1992). The criteria are: enrollment projections, alternatives, serving the disadvantaged, academic planning, accessibility, effects on other institutions, environmental impact, and economic efficiency. The Commission recommends to the Governor and Legislature: (1) that Folsom Lake College be approved as the fourth college of the Los Rios Community College District and the 108th college within the California Community Colleges system; and (2) that Folsom Lake College become eligible for State capital outlay funding as of the 1993-94 fiscal year. Appended in this report are the Los Rios Community College District Mission Statement, Goals, Planning Assumptions, and Implications; the Board of Governors' Agenda Item 17, September 10-11, 1992; the Preliminary Capital Outlay Cost Estimate for On-Site Development at Folsom Lake College; and Letters of Support for Folsom Lake College. Contains 24 references. (VWC)

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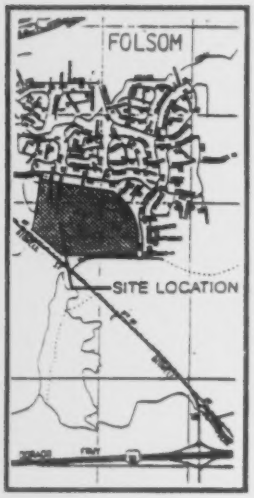

PROPOSED CONSTRUCTION OF FOLSOM LAKE COLLEGE IN THE LOS RIOS COMMUNITY COLLEGE DISTRICT

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

FC 000016

DECEMBER 1992 COMMISSION REPORT 92-30

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SUMMARY

The Los Rios Community College District proposes to construct a new college in the eastern portion of Sacramento County near Folsom Lake. The new institution, to be named Folsom Lake College, would be added to the three existing colleges -- American River, Cosumnes River, and Sacramento City Colleges -- in what is today the third largest community college district in California in terms of credit enrollment.

If built, Folsom Lake College will be the first entirely new community college to be opened in California since 1979 and the first among those proposed by the Board of Governors in its 1991 long-range facilities plan. That plan called for the new college to begin as an off-campus center and evolve into a limited-service college by the end of the decade, then to a full-service institution by 2005.

District planning for the college began in the mid-1960s, with the present site being one of three purchased in 1966 to accommodate future growth. In the late 1980s, planning intensified under the leadership of then Chancellor Marjorie K. Blaha, and the result has been an exceptionally well-articulated academic plan for the college that has formed the foundation for and driven the development of the facilities plan.

Because the proposal meets all of the Commission's ten criteria for approval, the Commission offers two recommendations on page 3 of the report:

1. That Folsom Lake College be approved as the fourth college of the Los Rios Community College District and the one-hundred and eighth college within the California Community Colleges system.

2. That Folsom Lake College become eligible for State capital outlay funding as of the 1993-94 fiscal year.

The Commission adopted this report at its meeting on December 7, 1992, on recommendation of its Fiscal Policy and Analysis Committee. Further information about the report may be obtained from the Commission at 1303 J Street, Fifth Floor, Sacramento, California 95814-2938. Further information about the college may be obtained from the Los Rios Community College District offices at 1919 Spanos Court, Sacramento, California 95825.

PROPOSED CONSTRUCTION OF FOLSOM LAKE COLLEGE IN THE LOS RIOS COMMUNITY COLLEGE DISTRICT

A Report to the Governor and Legislature in Response to a Request from the Chancellor's Office of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938

COMMISSION REPORT 92-30
PUBLISHED DECEMBER 1992

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1 Conclusions and Recommendations

IN THIS REPORT, the Commission responds to a request by the Chancellor of the California Community Colleges that it review a proposal for a new community college -- Folsom Lake College in Sacramento County within the Los Rios Community College District.

If built as planned, Folsom Lake College will be the first entirely new community college to be constructed in California since Irvine Valley College opened its doors in 1979. In some respects, it will look like many other California community colleges, but in its programming, scheduling, and staffing, it offers the promise of several unique features. The Los Rios district intends it to be considerably more innovative in its scheduling than most colleges, with numerous short-term intensive courses, evening and Saturday offerings, off-campus workshops and seminars, and other non-traditional formats for instruction. The district also plans to orient the college to the high-tech industries that surround it, and to that end has undertaken an innovative and comprehensive community needs analysis to determine what curricula and support services the college should offer, which has led to its planned emphasis on business and technology. While general education will be crucial to the academic core of the curriculum, it will be cross-disciplinary in its approach; and the district plans to emphasize transfer and associate degree programs that will have immediate usefulness in the Sacramento area labor market: business, computer science and electronics, corrections and protective services, environmental studies, early childhood education, gerontology, and retail management, among them.

"In the Commission's experience with proposals for new colleges and educational centers, it has seen none that has been supported by more comprehensive and thoughtful planning, been more complete in its presentation, and offers more promise for the realization of creative objectives than that for Folsom Lake College."

In the Commission's experience with proposals for new colleges and educational centers, it has seen none that has been supported by more comprehensive and thoughtful planning, been more complete in its presentation, and offers more promise for the realization of creative objectives than that for Folsom Lake College. Yet with all of that to its credit, the Los Rios district has submitted the proposal at a time of greater austerity than California has seen since the Great Depression of the 1930s. Its immediate request for on-site development funding for 1993-94 is sufficiently far down on the Chancellor's priority list -- 275th out of 277 requests -- that it has little hope of being funded during that fiscal year, with at least a one-year delay the result. Whether adequate funding will be forthcoming in 1994-95 may depend in large part on the will of California's voters to support future higher education bond issues.

Regardless of these circumstances, the Commission believes that it must continue to discharge its statutory responsibility to review proposals for new campuses and

centers such as Folsom Lake. It must do so for a variety of reasons that are outlined in the next part of this report, including California's burgeoning population growth, the evidence that community college education is considerably less expensive than education at four-year institutions, and the length of construction lead times that requires the Commission to act on proposals for new campuses in most cases at least eight years before the proposed colleges open.

As a result, the Commission offers the following eight conclusions and two recommendations, based on the criteria it adopted in its recently revised *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (1992).

Conclusions

1. *Enrollment Projections:* The enrollment projections developed by the Los Rios district and approved by the Demographic Research Unit of the Department of Finance are more than adequate to justify the establishment of the new college. Within five years of its suggested opening in 1997 or 1998, the new college could experience an enrollment demand of over 10,000 headcount students -- ten times the number required by the Commission's guidelines.

2. *Alternatives:* The Los Rios district has thoroughly considered a wide range of both programmatic and site alternatives, the latter on two occasions separated by about 25 years. All of the specifics of the Commission's criteria concerning alternatives have been discussed fully, and the Commission therefore concludes that the Los Rios district should pursue its plan to build on the site already owned by the district.

3. *Serving the disadvantaged:* The district has proposed a satisfactory array of student services similar to those currently offered at its three other colleges -- American River, Cosumnes River, and Sacramento City Colleges. These include student financial aid, Extended Opportunity Programs and Services (EOPS), counseling, advising, tutoring, and a number of other programs detailed in Part Three of this report.

4. *Academic planning:* The proposed academic plan for the college is comprehensive, innovative, and exemplary; and the Los Rios district has consistently reiterated its commitment to such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff. (Despite the Commission's acceptance of the academic plan for the college, however, its acceptance should not be interpreted as Commission approval of each particular academic program that the district may seek to implement at the college. The Commission will continue to review all proposals for specific certificate and degree programs under its guidelines for program review codified in its 1981 report, *The Commission's Role in the Review of Degree and Certificate Programs*.)

5. *Accessibility:* The location of the site for the college is close to ideal, with ready access to a major freeway and with reasonable access from surface streets in the

immediate area. Although concern about future congestion is justified, the environmental impact analysis for the college found no crucial impacts that could not be mitigated.

"Since the site is already owned by the Los Rios district, the State will not be required to pay for its acquisition, which could have run into many millions of dollars. Further, the City of Folsom has agreed to contribute $1.5 million to the project for infrastructure and athletic facilities development."

6. *Effects on other institutions:* Widespread support for Folsom Lake College exists among neighboring institutions in all three public systems of higher education. The nearest community college in another district -- Sierra College -- is already impacted and would not be adversely affected by the new college.

7. *Environmental impact:* The Los Rios district commissioned a comprehensive environmental impact report in 1991 that showed no crucial impacts that could not be mitigated. In addition, the district proposes to protect and improve a wetlands area on the site for future educational uses.

8. *Economic efficiency:* Since the site is already owned by the Los Rios district, the State will not be required to pay for its acquisition, which could have run into many millions of dollars. Further, the City of Folsom has agreed to contribute $1.5 million to the project for infrastructure and athletic facilities development.

Recommendations

Based on its analysis of the proposal for Folsom Lake College, and pursuant to its responsibilities under Section 66904 of the Education Code, the Commission recommends as follows to the Governor and the Legislature:

1. That Folsom Lake College be approved as the fourth college of the Los Rios Community College District and the one-hundred and eighth college within the California Community Colleges system.

2. That Folsom Lake College become eligible for State capital outlay funding as of the 1993-94 fiscal year.

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2 Background to the Proposal

SECTIONS 66903(2a) and 66903(5) of California Education Code provide that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 also provides that:

> It is further the intent of the Legislature that California Community Colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of nonstate-funded community college institutions, branches, and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the commission.

Pursuant to this legislation, in 1975 the Commission developed a series of guidelines and procedures for the review of new campus and off-campus center proposals, and it then revised them in 1978, 1982, 1990, and most recently in August 1992. The 1992 revision of those guidelines contains a number of clarifications and refinements of the earlier versions and supports the statewide long-range planning process adopted by the Commission in its *Framework for Statewide Facilities Planning* (1992a). For example, they require each of California's three public higher education systems to develop a quinquennial statewide plan that identifies the need for new institutions over a 15-year period. Once a system submits its statewide plan to the Commission, the Commission anticipates requesting the system to submit more detailed short-term plans for campuses or centers through a "letter of intent to expand." If the Commission's staff reviews that letter favorably, it then invites the system to submit a comprehensive proposal -- referred to as a "Needs Study" -- that the Commission reviews according to ten criteria in order to determine its relative merit, after which the Commission recommends to the Governor and the Legislature that the new campus or center be approved or disapproved.

The Los Rios Community College District developed its proposal for Folsom Lake College pursuant to the Commission's 1990 Guidelines rather than its 1992 Guidelines, but because of the breadth and depth of the district's proposal, the Commission has decided to evaluate it according to the more extensive 1992 version. In Part Three of this report, the Commission submits its evaluation of the proposal in light of those guidelines. Before turning to that assessment, however, the Com-

"The Los Rios Community College District developed its proposal for Folsom Lake College pursuant to the Commission's 1990 Guidelines rather than its 1992 Guidelines, but because of the breadth and depth of the district's proposal, the Commission has decided to evaluate it according to the more extensive 1992 version."

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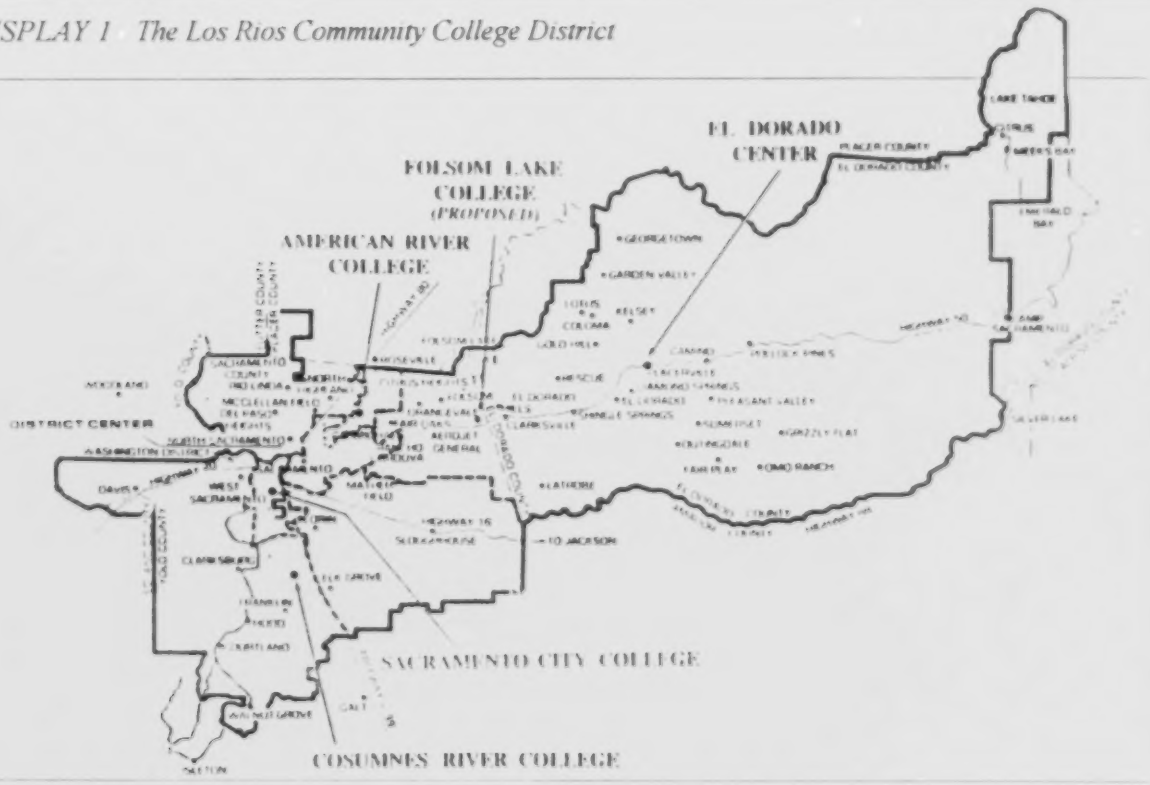
mission here reviews the origins and current status of the proposal, particularly in terms of the State's current budget problems.

Origins of the proposal

The Los Rios Community College District serves a geographic area of 2,400 square miles ranging from Davis in the west to Lake Tahoe in the east, and including all or part of El Dorado, Sacramento, Solano, and Yolo Counties (Display 1, below). It was founded in 1964 and inherited the administrative responsibilities for Sacramento City College (established in 1916) and American River College (established in 1955) that from 1936 until 1964 had been under the jurisdiction of the Sacramento Unified School District. The Los Rios district created its third campus -- Cosumnes River College -- which admitted students for the first time in Fall 1970. In addition, the district established an outreach operation in Placerville in 1965 that evolved into the Placerville Center and has since been renamed the El Dorado Center. That center achieved permanent educational center status by virtue of a "grandfather approval" by the Commission in December 1984.

In terms of credit enrollment, the Los Rios district is the third largest in the State (following Los Angeles and Coast Community College Districts), reporting an enrollment of 52,157 headcount students in day and evening instruction as of Fall

DISPLAY 1 The Los Rios Community College District



Source: Los Rios Community College District.

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1991. Students attend classes at the rate of 9.8 class hours per week -- a number only slightly higher than the typical student's unit load. In addition, another 20,000 students enroll in noncredit, continuing education, and community service classes that operate on a self-support basis, with others engaged in contract in-service training. State-supported credit enrollment growth is projected to be about 3 percent per year through the year 2000, with most of that growth -- about 15,000 students -- anticipated to occur at Cosumnes River College, the El Dorado Center, and the proposed Folsom Lake College. Currently, the district occupies slightly over one million assignable square feet of space for all purposes. About 75 percent of that space -- but 80 percent of the instructional load -- is accounted for by American River College and Sacramento City College, both of which are close to their planned enrollment capacities.

The district's first long-range planning efforts

Planning for Folsom Lake College began in 1964 when the Los Rios district commissioned a long-range planning study (Peterson, 1965) that recommended the purchase of three new sites for the district: (1) South Sacramento/Elk Grove; (2) Folsom; and (3) North Natomas. A second study (MERI, 1966) provided further analysis of potential sites in the three areas and led to the purchase of the present location of Cosumnes River College on Calvine Road and Center Parkway, the Folsom site on East Bidwell Street (formerly Scott Road), and the North Natomas site on pasture land north of San Juan Road near Arco Arena. (At present, the district has no active plans to develop the Natomas site.)

Master planning efforts continued with reports in 1973 and 1981 by Los Rios district personnel, both of which continued to support the idea of expansion in the areas identified earlier and which led to the development of the district's most recent Master Plan in November 1991.

Coincidentally, the Board of Governors of the California Community Colleges, with encouragement from the Commission, was initiating its own master planning process for the system, and accordingly funded a study by MGT Consultants, Inc. of Sacramento to develop a statewide plan for expansion and to devise a planning guide that would assist districts in planning for new campuses and off-campus centers. In the second of its two 1990 reports to the Board, MGT concluded that the Los Rios district needed two additional campuses and noted specifically:

> The planned Folsom College is supported by extensive needs analysis and other studies (demographics, industrial development, Chamber of Commerce) all of which are indicated in the District's Master Plan. The District should proceed with the process of securing necessary funding for the Folsom College (1990b, p. 88).

Subsequently, the Chancellor's Office of the community colleges developed its own report that was approved by the Board of Governors in January 1991. In that report, the Chancellor's Office concluded that a permanent center should be approved

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"Increasingly, however, districts are attempting a closer integration between *educational and* facilities planning, and a few, like Los Rios, are going further to integrate their educational plan with community needs."

in the eastern portion of the district in the near term (1990-1995), and that that center should be converted to a full college in the mid term (1995-2000).

The Chancellor's Office based its conclusion largely on demographic considerations, as most such conclusions have been historically. Where growth is evident, additional facilities are usually recommended, but such recommendations do not always pay sufficient attention to the coordination of educational and facilities planning. Often, community college districts have assumed that most or all of the educational programs in place at one campus can be transplanted to another -- an assumption that often creates frustration and disappointment for the first several years of operation of the new campus. Increasingly, however, districts are attempting a closer integration between educational and facilities planning, and a few, like Los Rios, are going further to integrate their educational plan with community needs.

The district's development of its 1991 master plan

To provide the necessary integration, Los Rios embarked on a strategic planning process that attempted to integrate five major elements: students, programs and services, staff, facilities, and budget (both operating and capital outlay), and not just for the proposed Folsom campus but for the entire district, and in cooperation with adjacent districts. To that end, the district created three task forces: Educational Planning, Facilities Planning, and Financial Planning. Each of the task forces operated with representation from students, faculty, staff, and administrators, and each ultimately coordinated its activities with an umbrella Strategic Planning Committee that developed mission statements, districtwide goals, and planning assumptions about regional growth, student characteristics, funding, faculty replacement, and a number of other subjects which became the basis for the district's 1991 long-range educational and facilities master plan. Because of their significance, these statements, goals, and assumptions are reproduced in Appendix A to this report.

Ultimately the Strategic Planning Committee developed a list of implications that governed the district's decision-making process as it considered the expansion of existing colleges and centers and the building of the new college in Folsom. From this planning matrix, the district considered a number of trends and implications for academic planning.

- For example, trends in reduced numbers of traditional college-age students and increased numbers of older, part-time, and working students led to plans for flexible course schedules, including more evening courses, concentrated weekend courses, and short-term intensive courses as alternatives to traditional semester-length courses.
- Similarly, the increased number of women students led to greater efforts in the area of child care and to schedules that would more easily accommodate working mothers.

- The efforts of many students to balance multiple responsibilities -- personal, educational, and occupational -- led to planning for stronger counseling services, while the increased age of many students suggested programming for job retraining and skill upgrading.
- Changing demographics also suggested greater efforts in the areas of transfer programs, vocational education, English as a second language, and remedial and developmental offerings.
- Surveys of industrial and commercial trends in the Sacramento economy, noting the probability of little or no growth in the public sector, led the district to determine that curriculum development should focus on such areas as allied health, business, data processing, management, and protective services (i.e. security and police work).
- In addition, and despite the current slowdown in the building industry, probable long-term growth in the construction trades suggested the need for increased attention to building and special trades courses.

Other factors and data elements suggested other implications, and those listed above are not intended to be definitive but rather exemplary of the planning process used by the district.

Based on this planning process, the district turned to an intensive analysis of enrollment projections, the development of an enrollment projection model, and the determination of the district's long-range facilities needs. That analysis produced a general plan for the phasing in of a new institution from its inception as an outreach operation (less than 1,500 headcount students) to fruition as a full-service college (over 6,000 students and a free-standing administration), with intermediate stages as an educational center (1,500 to 4,000 students), and a limited service college (4,000 to 6,000 students and a free-standing administration).

As the district's planning work proceeded, the district requested funding in the 1993-94 Board of Governors' capital outlay budget to begin planning and working drawings for infrastructure development, which would be followed in subsequent years with requests for the construction and equipment of buildings. It planned occupancy of the buildings and the start of classes in the permanent facilities for Fall 1997 or possibly Fall 1998.

Display 2 on the following page shows the location of the proposed college at the intersection of East Bidwell Street and Clarksville Road, while Displays 3 through 5 on pages 11-13 show the various stages of campus development according to the facilities master plan (Los Rios Community College District, 1992d), and Display 6 on pages 14-15 shows plans for the restoration of the original wetlands on the northeastern portion of the site.

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(Text continues on page 16.)

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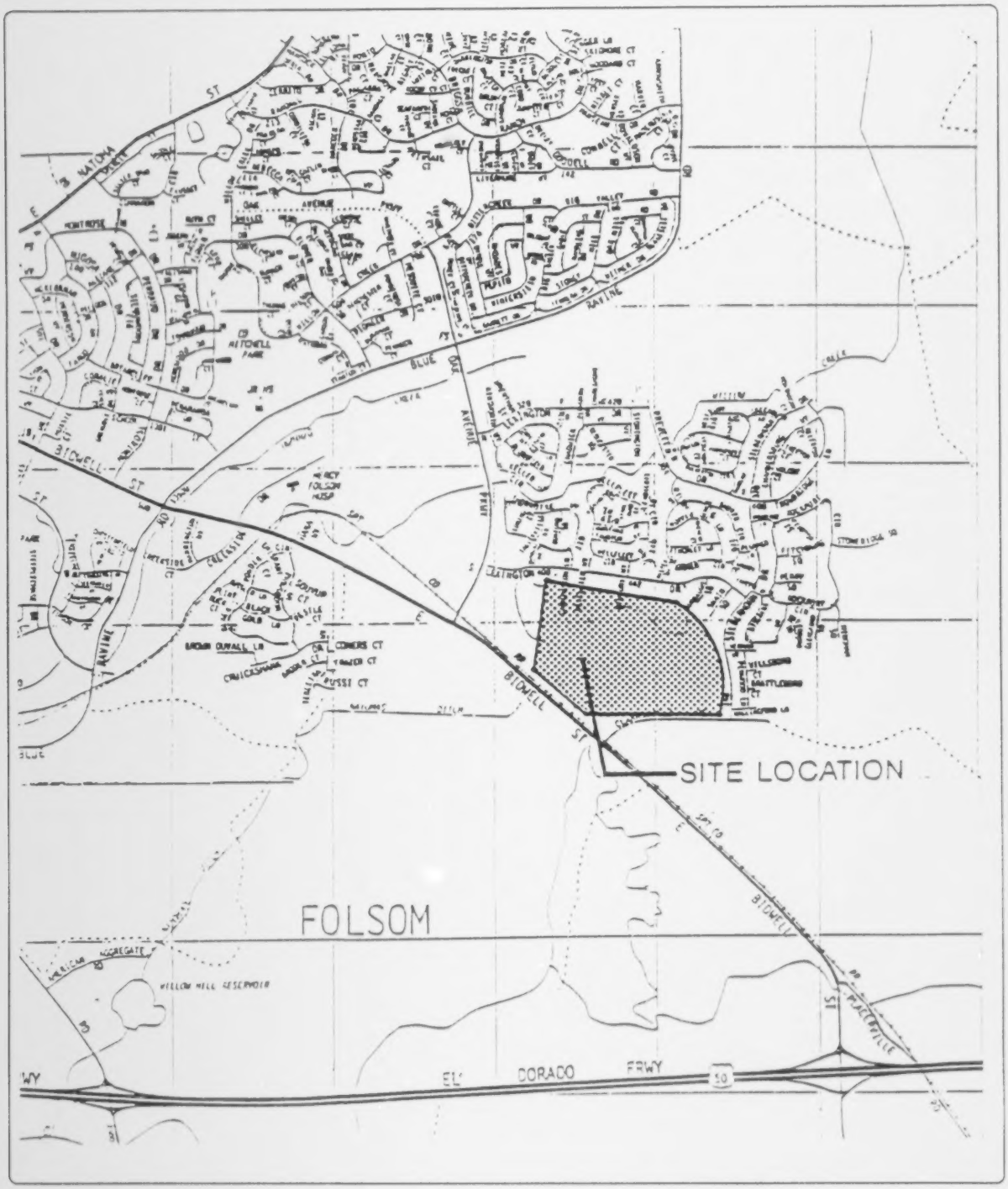
DISPLAY 2 Proposed Site for Folsom Lake College



Source: Los Rios Community College District, 1992d.

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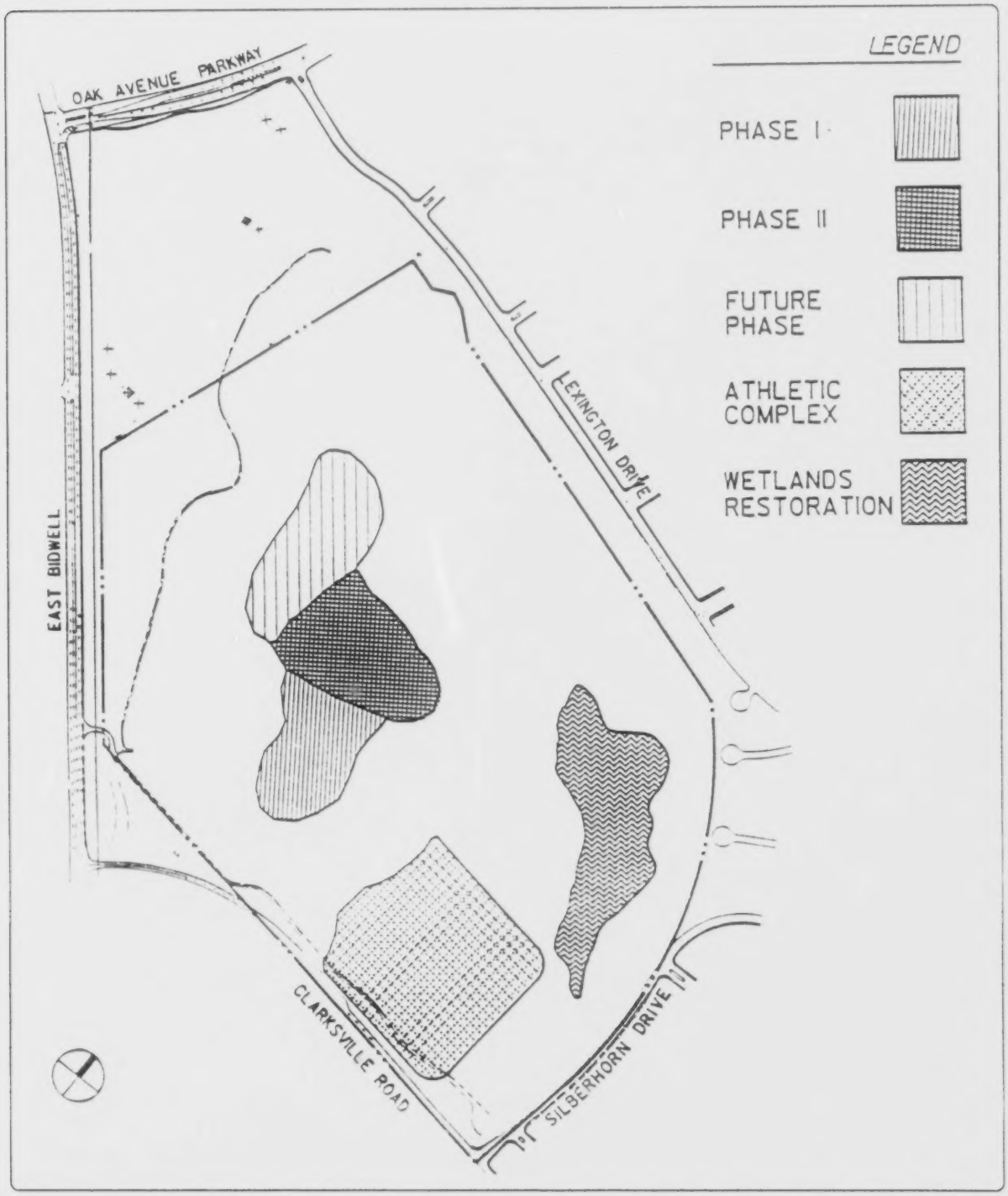
DISPLAY 3 Facilities Phasing Plan for Folsom Lake College



Source: Los Rios Community College District, 1992d

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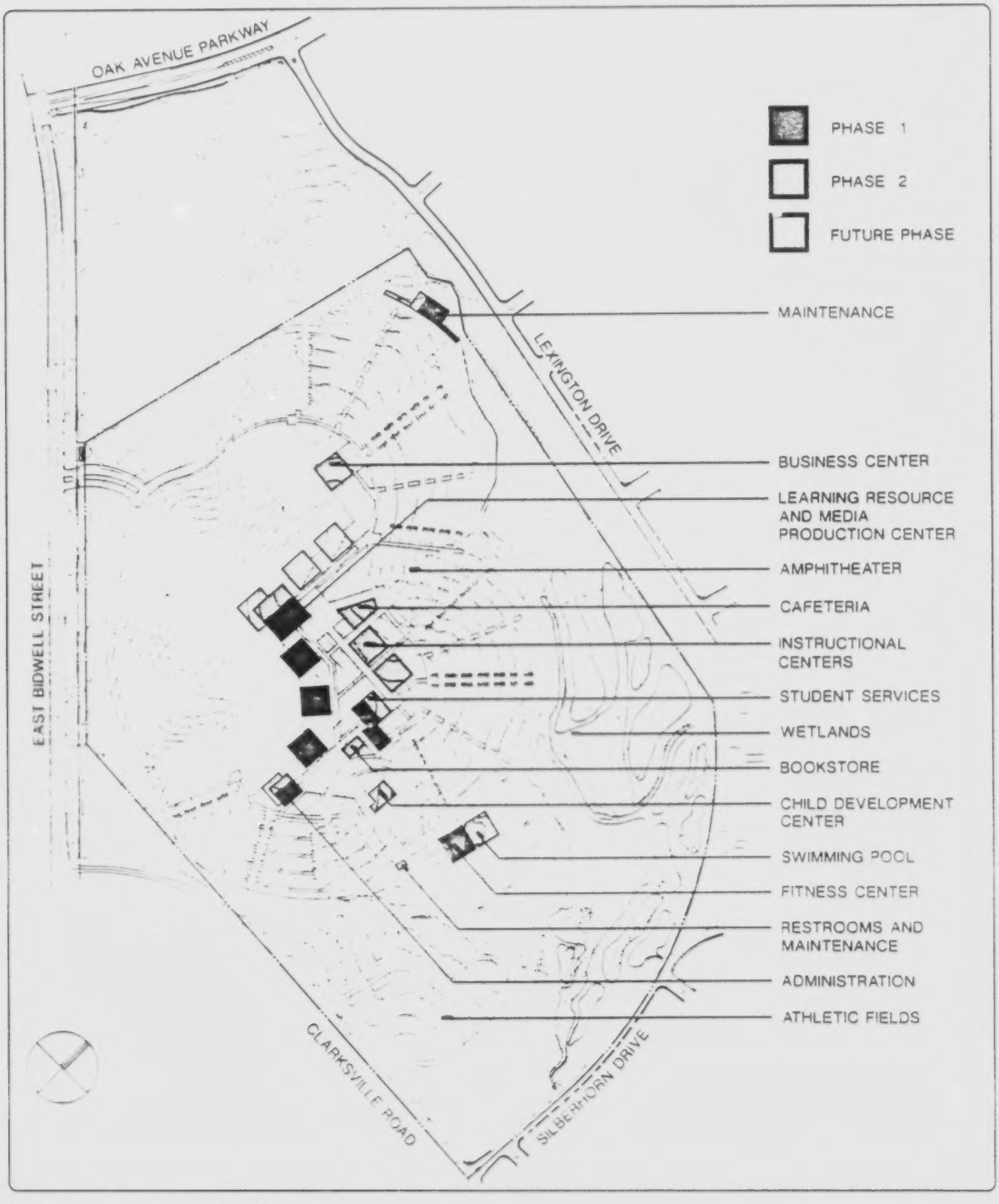
DISPLAY 4 Development Phases for Instructional Facilities, Folsom Lake College



Source: Los Rios Community College District, 1992d.

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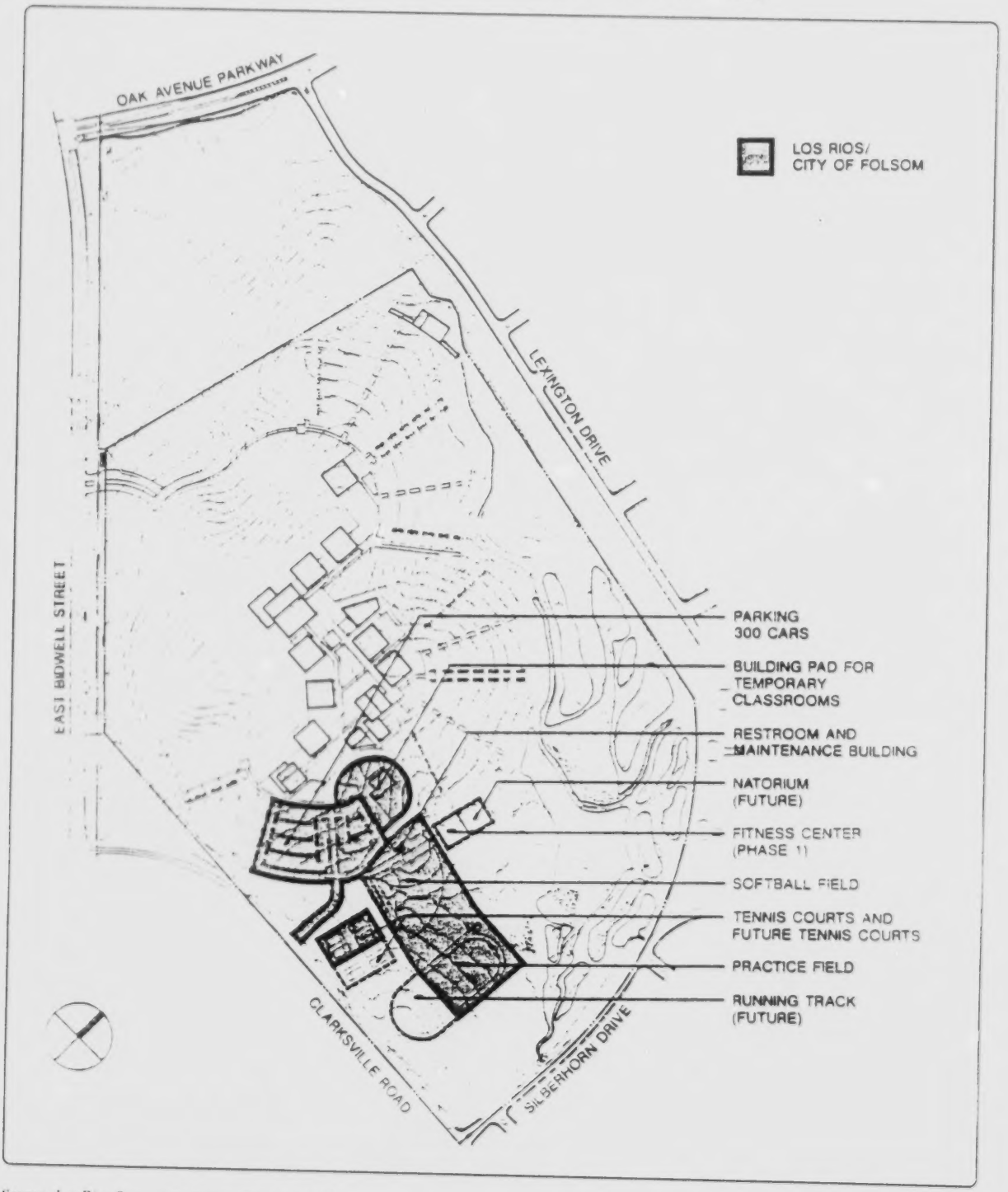
DISPLAY 5 Developmental Phase for Athletic Facilities, Folsom Lake College



Source: Los Rios Community College District, 1992d.

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DISPLAY 6 Wetlands Restoration Masterplan, Folsom Lake College

Source: Los Rios Community College District, 1992d.

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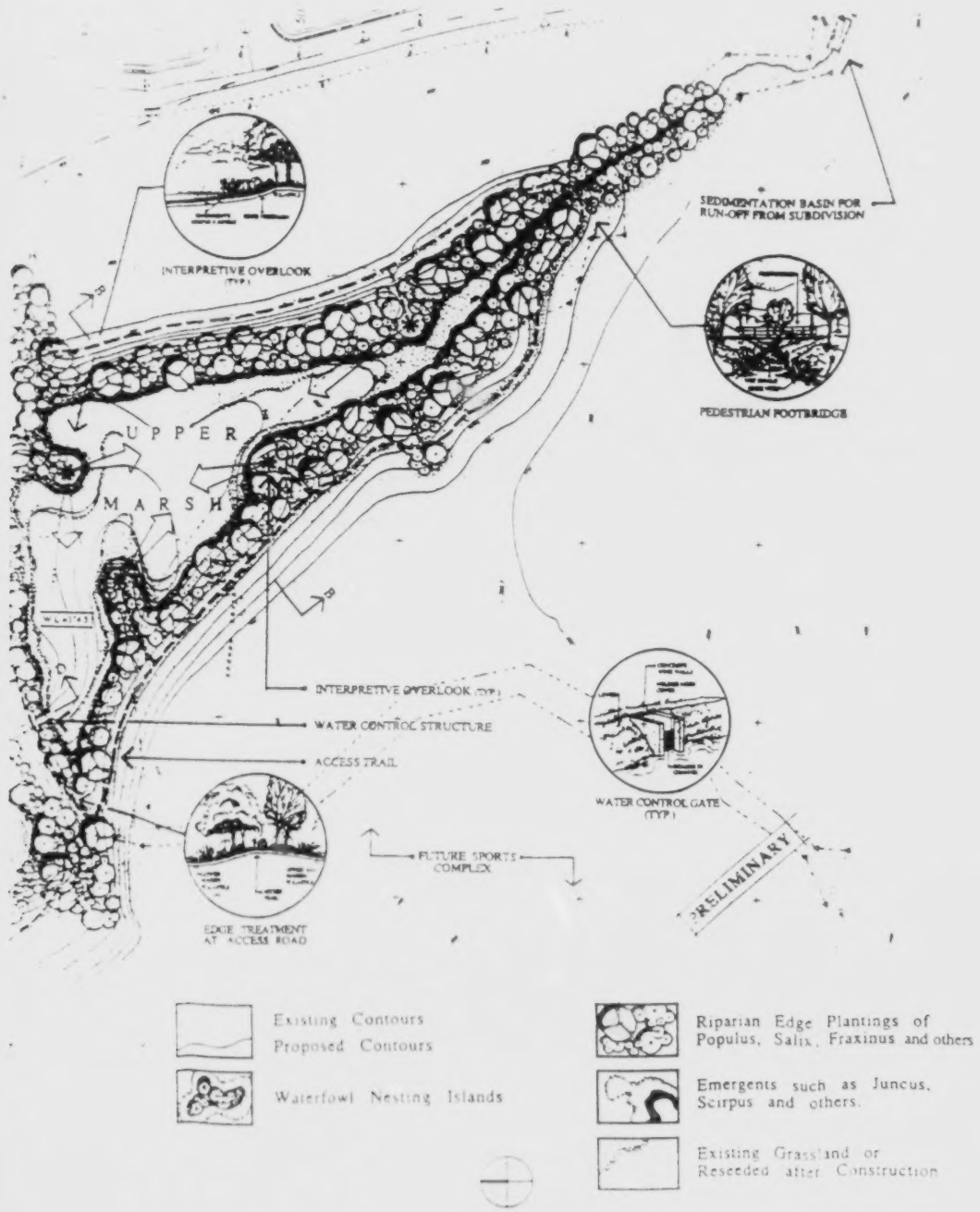

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Action by the Chancellor's Office and the Board of Governors

Coordinated with the district's funding request, the Chancellor's Office of the California Community Colleges submitted a "Letter of Intent" to the Commission on February 22, 1991, that requested favorable consideration of the proposal pursuant to the Commission's guidelines. The Commission's Executive Director responded on April 15 and indicated that planning for the Folsom campus should move forward. Discussions between Los Rios personnel and staff from both the Commission and the Demographic Research Unit of the Department of Finance proceeded from that point, leading to the district's submission of a formal Needs Study in March 1992, and to the Demographic Research Unit's approval of the district's enrollment projection on May 27 (Attachment C in Appendix B).

On September 10, 1992, the Board of Governors received a staff proposal for the approval of two new community college operations -- Folsom Lake College and a new educational center for the Allan Hancock Community College District (Appendix B). The staff concluded that the Folsom proposal was "justifiable, desirable, and timely," and "essential to provide access and quality education to the service area." It also noted that "no other alternatives were found to be feasible for providing full educational opportunity throughout the Los Rios district, particularly to the eastern regions. All of the neighboring institutions of higher education are supportive, as is the local community" (Board of Governors, 1992, pp. 10-11). Accordingly, the staff offered the following recommendations on which the Board of Governors is expected to act in November (p. 2):

1. Effective immediately, for purposes of applying for and/or receiving capital outlay funds, the Folsom Lake facility be considered a college.
2. Subject to written approval by the Chancellor, on or before July 1, 1997, the Folsom Lake facility be officially designated a college if the CPEC general guidelines for the definition of a college have been met (p. 2).

At its September meeting, the Board of Governors also considered the 1993-94 capital outlay program for the community college system including $567,000 for planning and working drawings for on-site infrastructure development of the Folsom site. However, this request occupies position 275 out of 277 on the Chancellor's priority list, which means it is unlikely to be funded in the coming budget year.

This level of prioritization would appear to indicate that the Chancellor's Office regards the Folsom Lake College proposal as an extremely low priority, but that may not be the entire reason for its low position on the priority list, since this proposed new institution faces difficulties from the standpoint of both funding criteria and legal restrictions.

The Board of Governors has established priority criteria that largely determine which projects, or categories of projects, will be funded in any given year. Those criteria specify three categories, as noted in Display 7 at the right.

DISPLAY 7 Funding Priority Criteria, California Community Colleges Board of Governors

Category A: To activate existing space.

1. Safety requirements, correction of hazardous conditions, and access for disabled persons.
2. Equipment for previously funded projects.
3. Replacement or alterations to infrastructure when failure or loss would otherwise result.
4. Alterations, renovations, or remodeling necessitated by previously funded projects.

Category B: To provide for new space or remodeling of existing space for instruction and for academic and administrative support facilities.

1. Funds for master plans and preliminary plans when major deficiencies in facilities exist and it is projected that the district will receive capital outlay funding within five years.
2. Remodeling and new construction of classrooms, teaching laboratories, libraries, and learning resource centers (including land acquisition, and site development costs when necessary to site facilities). Projects within this classification will be prioritized on the basis of existing capacity and current and projected need (capacity-to-load ratio). Projects with the same ratio will be ranked as follows:
   a. Remodeling projects.
   b. New construction of classroom or teaching laboratory.
   c. New construction of library or learning resource space.
3. Remodeling and new construction of academic and administrative support facilities (including offices, student support facilities, land acquisition, and site development costs when necessary to site facilities). Projects within this classification will be prioritized on the basis of existing capacity and current and projected need (capacity-to-load ratio). Projects with the same ratio will be ranked as follows:
   a. Remodeling projects.
   b. New construction of faculty offices.
   c. New construction of administrative offices.
   d. New construction of other support facilities.

Category C: To provide for other capital outlay projects and promote a complete-campus concept.

1. Physical education facilities and performing arts (theater) facilities. (Priority will be based on the date the college was established.)
2. Child care/development facilities.
3. Cafeterias, maintenance shops, warehouses, energy conservation projects, and other support facilities.
4. Other capital outlay projects which promote a complete campus.
5. Construction funds to renew and improve existing instructional and support facilities.

General Criteria

1. The Board of Governors may make exceptions to established priorities when it determines that to do so will benefit community colleges.
2. Projects that have already been approved and funded for working drawings will have preference over other projects in the same category.
3. The first $20,000,000 of requested capital outlay funds (slightly more or less depending on the actual cost of projects) will be for projects in Category A and the highest-ranking projects in Category B. At least 20 percent of the requested funds in excess of the first $20,000,000 will be for projects in Category C.

Source: Board of Governors, California Community Colleges.

The Folsom Lake College proposal is listed as a "Category C-4" project, meaning that it comes under the heading of "Other capital outlay projects which promote a complete campus."

At the present time, the size of the 1993-94 capital outlay budget for the California Community Colleges is not known, although it is expected to be substantially higher than the current-year appropriation of $113.9 million. For 1993-94, the Chancellor's Office has requested $489.8 million, with $438.0 million of that amount devoted to Category A and B projects -- most of which have already had planning and working drawing appropriations approved by the Governor and the Legislature.

A further complicating element is the fact that the 1992 bond issue specifies that "No funds shall be expended pursuant to this chapter for the acquisition and development of new campuses that would increase the number of campuses designated in Section 67358.1." That section specifies that only the existing 107 colleges can receive funds, and effectively denies any appropriation for the development of Folsom Lake College. Similarly, lease-payment bond money may not be useable either, since the request is only for on-site development, and lease-payment bond expenditures must be secured by physical structures. If the district had requested planning and working-drawing funds for a building as well as for infrastructure, it would have qualified for revenue bond financing. It will probably pursue this approach for the 1994-95 budget cycle.

The only remaining source of funds for Folsom Lake's infrastructure costs would be the General Fund, any reserves from a prior bond issue, or the proceeds from a new bond issue that does not contain the restrictive language of the 1992 law. Until such time as one of those sources becomes available, the position of Folsom Lake College's position on the priority list may be largely irrelevant.

Expansion during retrenchment?

In the current era of severe budget cuts and the inevitable retrenchment of State programs that they produce, it is understandable that questions should arise about the wisdom or even the rationality of approving new campuses in the California Community Colleges or in the State's other two public systems of higher education -- the University of California and the California State University. These questions seem particularly trenchant at present, given the disproportionate budgetary constraints imposed on higher education.

Although Proposition 98 affords the California Community Colleges some protection against budget cutbacks -- at least in comparison to the University and the State University -- no one is prepared to argue that the community colleges are adequately funded or fully able to meet the demands placed on them by a growing population. Every day, or so it seems, the media report a new round of students denied admission, of classes canceled, of longer times to graduation, of shortages of student aid, of faculty layoffs, and of major increases in student fees. Why then, in the face of such a shortage of resources, can a major expansion of service be seriously proposed?

The Commission offers eight answers to that question.

1. *Different revenue sources are involved.*

Funding for capital outlay generally comes from a different revenue source than funding for general institutional support. The funds necessary to support the faculty, administration, student services, financial aid, and all of the other day-to-day operations of an institution of higher education come from the State General Fund and student fees, and in the case of the Community Colleges, from local property taxes as well. Funding for capital outlay comes almost entirely from bonds, both the General Obligation Bonds approved by the voters in statewide elections, and from lease-payment (revenue) bonds authorized by the Legislature or by the systemwide governing boards. The budget crises of the past several years have largely been support budget dislocations, and occurred at the same time that the voters of California approved two major General Obligation bond issues in 1990 and 1992.

2. *The population of California is growing rapidly.*

Despite the crises of the moment on the operations side of the budget, California's population continues to grow rapidly. According to the most recent projection from the Demographic Research Unit of the State Department of Finance, between 1991 and 2005 some 530,000 additional students are expected to require admission to the California Community Colleges -- a number roughly equivalent to the capacity of 53 new colleges of 10,000 students each. Of course, much of the expansion can be accommodated on existing campuses, but it is clear that many new educational centers and colleges must be built. Indeed, the most recent estimate from the Board of Governors is that 37 new centers and colleges will be necessary by 2005.

3. *Most of the growth will occur in the community colleges.*

The fiscal reductions contained in the 1991-92 and 1992-93 budgets fell hardest on the University of California and the California State University, and resulted in enrollment levels below the expectations indicated by the 1990 and 1991 projections of the Demographic Research Unit. In addition, rapid fee increases have widened the affordability gap between the four-year institutions and the community colleges. These two factors have almost certainly produced a diversion of students to the community colleges and thereby increased enrollment pressures in that system even further.

4. *It is less expensive to educate students in community colleges than in universities.*

The Commission's most recent data on cost per student (1992a) indicate that the average cost per student for operations is only 39 percent of the cost in the State University, and 24 percent of the cost at the University of California. Further, the Commission estimated in 1990 (1990b) that the capital outlay cost per student is about 53 percent of the State University cost, and only 13 percent of the cost at the University of California. Clearly, it is more fiscally prudent to provide higher

educational services, at least for the first two undergraduate years, in the community college system.

5. *Capital outlay project planning lead times are very long.*

Another fundamental difference between appropriations for the day-to-day operations of California's colleges and universities, and those for capital outlay, is that the latter requires enormous lead times for planning. At least eight years normally elapse between the time a new institution is conceived and the time the first student is admitted, and the time span can be much longer. For example, the Los Rios district began its first planning for Folsom Lake College in 1964 and purchased the site for it in 1966. The proposal discussed in this report was initiated in 1991, even though the first students will probably not be admitted to the first new building until 1997 or 1998 -- and even then only if the appropriation stream is uninterrupted.

6. *Failure to move proposals along now will create unreasonable delays later.*

As noted earlier, the Chancellor's Office has proposed the establishment of 37 new centers and colleges between 1990 and 2005. All of those institutions may not be built, but if decisions are not made now on proposals as they become ready for evaluation, a bottleneck could be created later.

7. *No budget crisis lasts forever.*

In spite of the severity of the current crisis, no crisis is forever. Eventually, prosperity will return to California and more adequate budgets to higher education, enrollments will expand, buildings will be built, and students will learn. In the meantime, it is imperative that planning continue, for if it does not, resources and opportunities will be lost in the absence of a sensible way to use them. If proposals for new institutions are reviewed now, it will be possible to build and occupy them at a time in the future when economic conditions are more favorable.

"In spite of the severity of the current crisis, no crisis is forever. Eventually, prosperity will return to California and more adequate budgets to higher education, enrollments will expand, buildings will be built, and students will learn. In the meantime, it is imperative that planning continue, for if it does not, resources and opportunities will be lost in the absence of a sensible way to use them. If proposals for new institutions are reviewed now, it will be possible to build and occupy them at a time in the future when economic conditions are more favorable."

8. *Finally, approval by the Commission creates only an eligibility for funding, not a mandate.*

The Commission performs a unique role in the capital outlay process in that it is the only agency that offers recommendations on the establishment of new institutions in all three higher education systems. Such an approval does not, however, provide any funding for that institution, but only creates an eligibility to compete for funding with existing colleges and universities. The success or failure of that competition depends on a multi-layered and very comprehensive review process that involves the systemwide central offices, the Governor, the Legislature, the Department of Finance, the Office of the Legislative Analyst, and the State Public Works Board.

For these reasons, the Commission has proceeded expeditiously with its analysis of the Folsom Lake College proposal, as it will with all other proposals submitted in accordance with its guidelines for review.

3 Analysis of the Proposal

The Commission's revised guidelines for the review of proposed campuses, community colleges, and educational centers that it adopted this past August contain for the first time definitions of the various types of institutions the Commission may review, including these three that apply to the California Community Colleges and thus to Folsom Lake College:

> *Outreach Operation:* An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student population of less than 500 full-time-equivalent students (FTES) at a single location.
>
> *Educational Center:* An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.
>
> *College:* A full-service, separately accredited, degree- and certificate-granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor.

The Los Rios district has consistently envisioned Folsom Lake College as a new community college -- the district's fourth. No college, however, ever opens its doors as a complete institution, but inevitably moves through a series of stages, usually from outreach operation to educational center to full-service college. Much of this staging is a function of enrollment and facilities availability, which tend to drive such other considerations as the breadth of curriculum, provision of auxiliary services, size and nature of administration, and accreditation status. In Folsom's case, temporary structures are expected to be moved onto the site as early as Spring 1993, primarily to house students displaced by the closure of Mather Air Force Base, where the district has operated a large outreach operation for both military personnel and civilians. The district thus anticipates opening the new campus as an educational center and then expanding it into a comprehensive college by the turn of the century.

The Commission includes ten criteria in its revised guidelines for the review of pro-

posed campuses and colleges. In the following sections of this report, the Commission lists each of those criteria and discusses the conformity to them of the Folsom Lake College proposal.

Criterion 1
Enrollment projections

1.1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by. . . the community college district proposing the new institution. The Unit shall provide . . . advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions, included as Appendix B of these guidelines.

Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students, weekly student contact hours (WSCH), and WSCH per headcount student.

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated. The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

Because the Demographic Research Unit of the Department of Finance no longer has the resources to develop enrollment projections for California's community colleges, the Los Rios district derived its own enrollment projection for Folsom Lake College by using its computerized Enrollment Potential Projection Model. Its projections were among the first to be reviewed by the staff of the Demographic Research Unit, and it was the first to project participation rates by zip-code area rather than by census tract -- the method that the Unit has generally favored. As Display 8 on the following page indicates, the Unit has approved the district's pro-

"Because the Demographic Research Unit of the Department of Finance no longer has the resources to develop enrollment projections for California's community colleges, the Los Rios district derived its own enrollment projection for Folsom Lake College by using its computerized Enrollment Potential Projection Model. Its projections were among the first to be reviewed by the staff of the Demographic Research Unit, and it was the first to project participation rates by zip-code area rather than by census tract -- the method that the Unit has generally favored."

DISPLAY 8 Demographic Research Unit Approval of the Enrollment Projections for Folsom Lake College

STATE OF CALIFORNIA

PETE WILSON, Governor

DEPARTMENT OF FINANCE
915 L STREET
SACRAMENTO, CA 95814-4998

May 27, 1992

Janis Cox Jones
Director of Planning and Policy Research
Los Rios Community College District
1919 Spanos Court
Sacramento, CA 95825

Dear Ms. Jones:

The projection for Folsom College enclosed with your May 6, 1992, memo is approved by the Demographic Research Unit.

We recognize the time, effort, and thought that this project demanded and thank you for your cooperation. I wish you the best of luck with the development of the new college.

Sincerely,

Linda Gage

Linda Gage, Chief
Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

cc: Marjorie Blaha, Los Rios Community College District
Wayne Keithly, Community Colleges Chancellor's Office
Alan Peterson, Community Colleges Chancellor's Office
Bill Storey, California Postsecondary Education Commission

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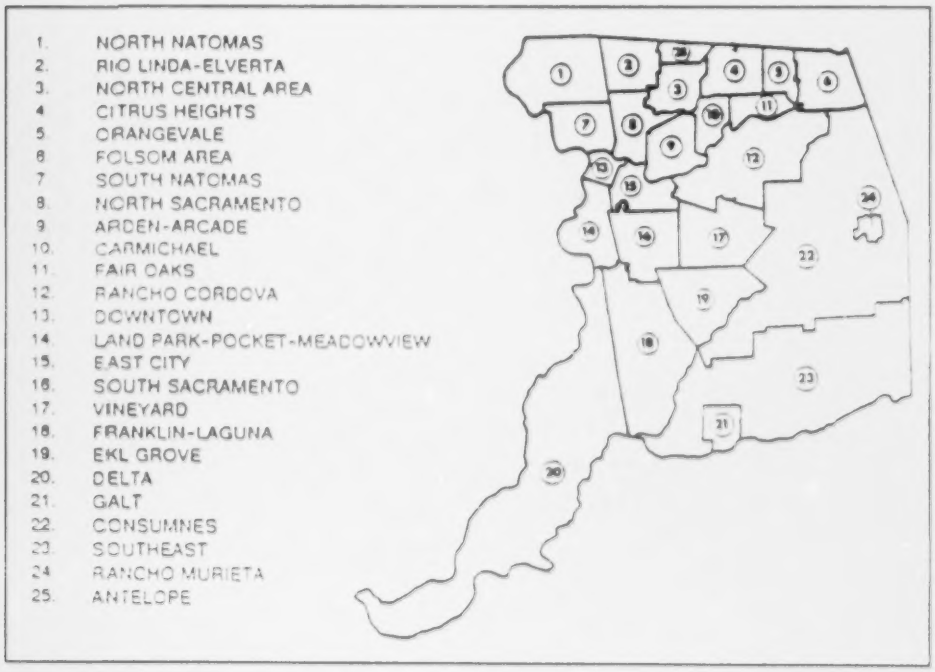
jections, which clearly meet the Commission's guidelines for new educational centers and colleges.

The Los Rios district designed its Enrollment Potential Projection Model to answer a number of key questions:

- How many students will the district need to serve in the next ten years?
- Where will these students come from?
- How will different growth assumptions affect enrollments?
- What impacts might target marketing to particular areas have on potential district and college enrollments?
- What are the district's options for meeting anticipated enrollment demand?
- What enrollment limits should be set for existing colleges, and what are the potential impacts of those limits?

The district's planners began with 1990 census data provided by the Sacramento Area Council of Governments (SACOG), then examined those data organized by zip codes and projected them to 1995 and 2000. Display 9 below indicates the areas involved.

DISPLAY 9 Sacramento County Community Areas Used in the Los Rios District's Enrollment Projections



Source: Sacramento Area Council of Governments

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From there, district planners determined districtwide participation rates by dividing student enrollment by population for each zip code area, then multiplying the derivative rates by the projected population of each area. They then developed participation rates for each college to project likely enrollments in the projected years. Display10 below shows the formula used in these stages of the projection process.

DISPLAY 10 Steps in the Los Rios District's Enrollment Potential Projection Model

Step	Formula
1.	$\frac{\text{Fall 1990 Student Enrollment from Community Area}}{\text{1990 Population from Community Area}} = \text{Participation Rate}$
2.	1990 Participation Rate by Community Area × Population of Community Area in Year of Projection = Estimate of Student Enrollment in Year of Projection by Community Area
3.	$\frac{\text{Fall 1990 Total College Student Enrollment from Community Area}}{\text{Fall 1990 Total District Enrollment Community Area}} = \text{Ratio for Each College} \times \text{Estimate of Student Enrollment in Year Projection by Community Area} = \text{Estimate of Student Enrollment by College by Area in Year of Projection}$

Now in its fifth iteration, the Enrollment Potential Projection Model anticipates a district-wide credit-student enrollment of 57,956 in 1995 and 66,249 in 2000. For Folsom Lake College, its projections are 5,955 in 1995 and 14,248 in 2000. Displays 11 and 12 on pages 26 and 27 show these projections as well as those for each of the district's existing colleges and its El Dorado Center in Placerville. The "enrollment limits" shown in the next-to-last line of the displays are based on planned enrollment capacities established by the Los Rios district's Board of Trustees. The last line indicates the "overflow" from the existing colleges, which totals to the Folsom Lake College enrollment projection.

Neither of the figures for Folsom Lake College is intended to predict its enrollment levels exactly, and obviously the 1995 figure of 5,955 will not be realized, since the college is not scheduled to admit students to its permanent buildings before 1997 at the earliest. In addition, the 2000 figure of 14,248 may be high, due to anticipated facilities limitations and the likelihood that tight annual operating budgets could provide a further constraint. On the other hand, the presence of "positive attendance" students (those taking classes on nontraditional schedules) would have increased this figure, if these students had been counted in the current projections.

As it is, the district currently projects a "managed enrollment" figure of 10,962 credit students for the college in the year 2000. This figure of 10,962 stems from the district's expectation to build out its existing three colleges, and from limitations

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DISPLAY 11 *Projected Credit Enrollments for the Los Rios District, Colleges, and Centers as of 1995, with the Potential Enrollment of Folsom Lake College Highlighted*

Community Area	Area Number in Display 7	District Total	American River College		Cosumnes River College		El Dorado Center		Sacramento City College		**Proposed Folsom Lake College**	
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
North Natomas	1	37	26	70.2%	3	8.1%	0	0.0%	8	21.6%	4	10.2%
Rio Linda/Elverta	2	523	426	81.4%	18	3.4%	0	0.0%	78	14.9%	54	10.2%
North Central Area	3	4,399	4,038	91.7%	75	1.7%	0	0.0%	286	6.5%	452	10.2%
Citrus Heights/Antelope	4	3,046	2,802	91.9%	82	2.6%	3	0.1%	161	5.2%	313	10.2%
Orangevale	5	1,110	977	88.0%	61	5.5%	1	0.9%	71	6.4%	114	10.2%
Folsom Area	6	1,852	967	52.2%	583	31.4%	124	6.7%	178	9.6%	190	10.2%
South Natomas	7	2,015	1,106	54.8%	97	4.8%	0	0.0%	812	40.3%	207	10.2%
North Sacramento	8	1,373	908	66.1%	52	3.7%	0	0.0%	413	30.0%	141	10.2%
Arden-Arcade	9	3,684	2,701	73.3%	158	4.2%	0	0.0%	825	22.3%	379	10.2%
Carmichael	10	2,610	2,396	91.8%	55	2.1%	0	0.0%	159	6.0%	268	10.2%
Fair Oaks	11	1,672	1,531	91.5%	40	2.3%	5	0.3%	95	5.6%	172	10.2%
Rancho Cordova	12	3,828	1,891	49.4%	1,030	26.9%	4	0.1%	903	23.5%	393	10.2%
Downtown	13	1,902	287	15.0%	114	5.9%	0	0.0%	1,501	78.9%	195	10.2%
Land Park/Pocket	14	5,533	338	6.1%	841	15.2%	0	0.0%	4,355	78.7%	569	10.2%
East City	15	4,462	1,133	25.3%	625	14.0%	1	0.2%	2,704	60.6%	458	10.2%
South Sacramento	16	6,544	353	5.3%	3,671	56.1%	3	0.5%	2,513	38.4%	672	10.2%
Vineyard	17	419	45	10.7%	259	61.8%	0	0.0%	115	27.4%	43	10.2%
Elk Grove/Laguna	18/19	2,109	146	6.9%	1,369	64.9%	0	0.0%	595	28.2%	271	10.2%
Delta	20	66	1	1.5%	23	34.8%	0	0.0%	42	63.6%	7	10.2%
Galt/Southeast	21/22/23	228	16	7.0%	162	71.0%	0	0.0%	50	21.9%	23	10.2%
Rancho Murieta	24	410	64	15.6%	282	68.7%	2	0.4%	62	15.1%	42	10.2%
El Dorado County	25	3,131	473	15.1%	153	4.8%	2,395	76.4%	106	3.3%	322	10.2%
Yolo County		3,052	540	17.6%	177	5.8%	3	0.1%	2,334	76.4%	314	10.2%
All Other Areas		3,951	2,039	51.6%	865	21.8%	47	1.1%	1,000	25.3%	406	10.2%
TOTALS		57,956	25,204	43.4%	10,795	18.6%	2,588	4.4%	19,366	33.4%	5,955	10.2%
Enrollment Limit			21,000		10,000		3,000		18,000		N/A	
Amount Over or Under			+4,204		+795		-412		+1,366		5,955	

Source: Los Rios Community College District, 1991

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DISPLAY 12 *Projected Credit Enrollments for the Los Rios District, Colleges, and Centers as of 2000, with the Potential Enrollment of Folsom Lake College Highlighted*

Community Area	Area Number in Display 7	District Total	American River College		Cosumnes River College		El Dorado Center		Sacramento City College		**Proposed Folsom Lake College**	
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
North Natomas	1	38	27	71.0%	3	7.8%	0	0.0%	8	21.0%	8	21.5%
Rio Linda/Elverta	2	580	472	81.3%	20	3.4%	0	0.0%	87	15.0%	125	21.5%
North Central Area	3	4,557	4,183	91.7%	77	1.6%	0	0.0%	296	6.5%	980	21.5%
Citrus Heights/Antelope	4	3,462	3,185	92.0%	93	2.6%	3	0.9%	183	5.2%	740	21.5%
Orangevale	5	1,370	1,206	88.0%	75	5.4%	1	0.7%	88	6.4%	295	21.5%
Folsom Area	6	2,908	1,518	52.2%	916	31.5%	195	6.7%	279	9.5%	625	21.5%
South Natomas	7	2,352	1,291	54.8%	113	4.8%	0	0.0%	948	40.3%	506	21.5%
North Sacramento	8	1,581	1,045	66.1%	60	3.8%	0	0.0%	476	30.1%	340	21.5%
Arden-Arcade	9	3,866	2,834	73.3%	166	4.2%	0	0.0%	866	22.4%	831	21.5%
Carmichael	10	2,779	2,551	91.8%	58	2.0%	0	0.0%	169	6.0%	598	21.5%
Fair Oaks	11	1,776	1,627	91.6%	43	2.4%	5	0.2%	101	5.6%	382	21.5%
Rancho Cordova	12	4,682	2,313	49.4%	1,259	26.8%	5	0.1%	1,105	23.6%	1,007	21.5%
Downtown	13	2,003	302	15.0%	120	5.9%	0	0.0%	1,580	78.8%	431	21.5%
Land Park/Pocket	14	6,033	368	6.1%	917	15.2%	0	0.0%	4,748	78.7%	1,297	21.5%
East City	15	4,715	1,198	25.4%	660	14.0%	1	0.2%	2,857	60.5%	1,014	21.5%
South Sacramento	16	7,568	409	5.4%	4,246	56.1%	3	0.4%	2,906	38.4%	1,627	21.5%
Vineyard	17	634	68	10.7%	392	61.8%	0	0.0%	174	27.4%	136	21.5%
Elk Grove/Laguna	18/19	2,956	204	6.9%	1,919	64.9%	0	0.0%	834	28.2%	636	21.5%
Delta	20	71	1	1.4%	25	35.2%	0	0.0%	45	63.3%	15	21.5%
Galt/Southeast	21/22/23	386	28	7.2%	273	70.7%	0	0.0%	85	22.0%	83	21.5%
Rancho Murieta	24	554	86	15.5%	382	68.9%	2	0.3%	84	15.1%	119	21.5%
El Dorado County	25	3,604	544	15.0%	177	4.9%	2,757	76.5%	123	3.4%	775	21.5%
Yolo County		3,318	587	17.6%	192	5.7%	3	0.9%	2,538	76.4%	713	21.5%
All Other Areas		4,458	2,300	51.5%	976	21.8%	53	1.1%	1,128	25.3%	959	21.5%
TOTALS		66,251	28,347	42.7%	13,162	19.8%	3,028	4.5%	21,708	32.7%	14,245	21.5%
Enrollment Limit			21,000		10,000		3,000		18,000		**N/A**	
Amount Over			7,347		3,162		28		3,708		**14,245**	

Source: Los Rios Community College District, 1991

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on its ability to construct facilities and hire personnel within the allotted time frame. The district estimates that the 5,955 and 10,962 headcount figures would translate to approximately 2,300 and 6,139 full-time-equivalent students, respectively. A table from the district's facilities master plan (Display 13) offers a more precise

DISPLAY 13 Projected Space Requirement Factors for Folsom Lake College, 1998 to Buildout

ITEM	Phase I 1998	Phase II 2000	Future 2000+
Potential Enrollments	8,587	10,962	14,248
Average Student Load	7.22	8.40	9.80
Potential WSCH	63,035	92,081	139,630
Day/Evening Ratio	50/50	60/40	60/40
Day Graded Enrollment	4,294	6,577	8,549
Instructional FTE	124.0	176.0	266.0
Librarians FTE	2.0	3.5	4.0
Administrators FTE	7.0	12.0	16.0
Classified Staff FTE	55.0	83.0	126.0
Counselors FTE	9.5	12.2	15.8
Lecture WSCH (60%)	37,221	55,249	83,778
Laboratory WSCH (32.5%)	20,161	29,926	45,380
Physical Educ. WSCH (7.5%)	4,653	6,906	10,472

Source: Los Rios Community College District, 1992d

planning number of 8,587 headcount students for the first full year of operation in the permanent facilities in 1998 -- a number that should translate to approximately 4,000 full-time-equivalent students. Given the Commission's general definitions of "educational center" and "community college" that include respective full-time-equivalent enrollment minimums of 500 and 1,000, and the fact that the Enrollment Potential Projection Model has been formally approved by the Department of Finance, there is no question regarding the district's ability to satisfy this part of the Commission's first criterion.

The Commission's further requirement that enrollments be presented in terms of weekly student contact hours (WSCH) has also been satisfied, as Display 13 demonstrates. Its final requirement -- that the proposed institution must exceed the planned enrollment capacity of existing colleges and centers, has also been met, as shown earlier in Displays 11 and 12. Virtually all of the students expected to enroll at Folsom Lake College are overflow students from other colleges -- particularly American River and Cosumnes River. The only facility that is not expected to be at its planned enrollment capacity by 1998 is the El Dorado Center, which has an enrollment ceiling of only 3,000. That center is expected to reach its ceiling in the year 2000, but even if it did not, it is located some 30 miles to the east of the proposed site -- too far for a reasonable commute according to standards recommended by the Board of Governor's consultant (MGT, 1990b), and subsequently adopted by the Board for planning purposes.

In short, the Los Rios district's enrollment projections for Folsom Lake College not only have been accepted by the Demographic Research Unit of the Department of Finance, they clearly meet the Commission's criteria for approval.

In short, the Los Rios district's enrollment projections for Folsom Lake College not only have been accepted by the Demographic Research Unit of the Department of Finance, they clearly meet the Commission's criteria for approval. Indeed, virtually any projection technique that the district might have used would have indicated substantial growth and a demand for services that far exceeds the Commission's minimum requirements for approval.

Criteria 2
Programmatic alternatives

2.1 *Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a university campus or community college; (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions; (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.*

As is evident, the Commission's second criterion lists a number of alternatives to a new institution that its proponents should consider. The Los Rios district analysed five such alternatives to the creation of Folsom Lake College:

1. *The possibility of establishing an educational center instead of a university campus or community college.*

Although the district's ultimate proposal is to establish a full-service community college, Folsom Lake College will begin first as an outreach operation in temporary structures, move to the educational center stage in the mid- to late-1990s, then to a full-service college in the late 1990s or early 2000s. The staging will depend on many factors, primarily the availability of both support and capital outlay funding, but to limit the Folsom operation to a small center, or even a center with several thousand students, would be a poor use of the 151-acre site, a hardship for Folsom residents who would be forced to commute to American River College or Cosumnes River College, and a failure to provide services for what is expected to be a large population in the very near future. In many cases, centers are an economical alternative to a small campus, but Folsom Lake College is not expected to remain small for very long.

"to limit the Folsom operation to a small center, or even a center with several thousand students, would be a poor use of the 151-acre site, a hardship for Folsom residents who would be forced to commute to American River College or Cosumnes River College, and a failure to provide services for what is expected to be a large population in the very near future. In many cases, centers are an economical alternative to a small campus, but Folsom Lake College is not expected to remain small for very long."

2. *The expansion of existing institutions.*

As noted in Displays 11 and 12, and discussed extensively by the district in its Needs Study (Los Rios Community College District, 1992c), both American River College and Sacramento City College are at or above their planned enrollment capacities, and Cosumnes River College will be at its capacity within the next few years. Further, the district's most recent five-year plan (1992b) indicates little or

"both American River College and Sacramento City College are at or above their planned enrollment capacities, and Cosumnes River College will be at its capacity within the next few years."

no excess capacity at any of the existing colleges. In each case, a slight surplus of classroom (lecture) capacity is balanced by a deficit in laboratory space. This is due in part to the excessive stringency of the State's classroom space and utilization standards -- a fact noted by the Commission in earlier research (1990c). The El Dorado Center is expected to have a minor shortage of both classroom and laboratory space as of 1993-94, but it is too distant from the Folsom site to be of much use to residents of that area in any case.

Of the three colleges in the district, Cosumnes River College has the lowest enrollment and the greatest opportunity for expansion if the district decided to increase its planned enrollment capacity. The southern part of Sacramento is growing rapidly, and the district may decide to legislate such an increase at some future date. This would be of small benefit to the residents of Folsom and its environs, however, since it would involve a considerable commute for most of them, particularly those residing to the east. Further, since the district already owns the Folsom site, there will be little difference in the cost of erecting a building on one district-owned site versus another. As to the two more mature campuses, there simply is no reasonable capacity left, nor land for expansion, with Sacramento City College having a particularly severe parking problem as well.

3. *The increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months.*

Without a comprehensive study of classroom and laboratory utilization, which the Commission has recommended for the entire community college system, it is not possible to determine how adequate existing utilization is and whether there is a possibility of increasing it. The district argues as follows:

> In discussing this alternative, district staff reviewed the situation of "year-round" or more intensive use of existing facilities. Increased use may indeed be feasible at Cosumnes River College, particularly as the final facilities are developed for the 10,000 student buildout size. However, both American River and Sacramento City Colleges currently offer substantial summer programs, as well as extensive evening programs and even "weekend college" classes on Friday nights and Saturdays. The potential for expanding the district's current campuses to accommodate the 15,000 new students projected by the Department of Finance as coming to the district over the next ten years is simply not there (Los Rios Community College District, 1992b, p. 24).

It is always tempting to believe that improved scheduling (e.g. year-round operations or more intensive day and evening usage) will obviate the need for facilities, but such promises are often exaggerated. Of interest, however, are the utilization improvements that appear to have occurred on many community college campuses, including those in the Los Rios district, over the past several years. These improvements, assuming they are real, have been produced by a number of factors, including

very tight budgets, the failure of a general obligation bond issue in 1990, the introduction of some sophisticated computerized class scheduling programs, the desire of faculty and administrators to provide greater levels of service, and the desire of students to avail themselves of course offerings at such odd hours as Friday evenings and Saturdays.

In the case at hand, the crucial factor is the tremendous enrollment growth anticipated in the next ten years. No conceivable improvement in the utilization of existing campuses could possibly be expected to produce room for the 15,861 additional students projected by the Department of Finance to attend between 1990-91 and 2000-01 (California Department of Finance, 1991).

"No conceivable improvement in the utilization of existing campuses could possibly be expected to produce room for the 15,861 additional students projected by the Department of Finance to attend between 1990-91 and 2000-01."

4. *The shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions.*

Shared use is a subject of considerable interest not only to the Los Rios district, but also to the University of California, Davis, and California State University, Sacramento, but possibly not quite in the way envisioned by this criterion. Both of these campuses have made inquiries about the possibility of Los Rios taking some of their students, and not the opposite. Further, as the full effects of the 1992-93 State Budget are felt, it is probable that there will be even less room at the four-year institutions, and a commensurate degree of pressure on the community colleges. At the present time, however, the Los Rios district does offer courses on the Davis campus, as well as in the city of Davis, and is considering an expansion of that role.

"the University of California, Davis, and California State University, Sacramento,...have made inquiries about the possibility of Los Rios taking some of their students, and not the opposite."

5. *The use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction.*

The Los Rios district currently employs Instructional Television Fixed Service (ITFS), cable network programming, and video disc and tape programs. In 1991-92, it offered 18 credit courses on television and averaged 70 enrollments per course. The district believes that televised courses are important adjuncts to the instructional program. They can increase access, particularly in remote areas, but may not be viable replacements for regular on-campus instruction. The district's argument is traditional, but offers a distinct challenge to those who would create a more "high-tech" environment:

> Perhaps most important, while such methods offer great opportunities for enhancing the traditional curriculum, the "high tech" methods are often "low touch," with relatively little personal contact between student and teacher. Finally, students served by such telecommunicated courses have no access to the kinds of support services that they may need to successfully complete the classes. Distance learning is an important adjunct to -- not a substitute for -- a regular college educational environment (Los Rios Community College District, 1992c, p. 26).

"It may be expected that the role of technology will increase in future years, particularly in rural areas,and relieve some of the pressures produced by California's continually expanding population. It does not seem reasonable to expect, however, that technology's role will reduce the current need for new centers and colleges in urban or suburban areas to any appreciable extent."

At this stage of development, the argument for technology as an adjunct to, but not a substitute for, regular campus instruction is persuasive, given the very large enrollment increases proposed for the district. It may be expected that the role of technology will increase in future years, particularly in rural areas, and relieve some of the pressures produced by California's continually expanding population. It does not seem reasonable to expect, however, that technology's role will reduce the current need for new centers and colleges in urban or suburban areas to any appreciable extent.

The sixth item in the Commission's second criterion concerns possible financial donations or gifts of land and facilities. As indicated earlier, the City of Folsom has pledged $1.5 million to the development costs of the Folsom Lake College site, principally in the form of a recreational complex that will include infrastructure development, an entrance road and parking lot, tennis courts, a softball field with bleachers, a pad for the installation of modular buildings by the district, grading for a baseball field, landscaping, and fencing.

Criterion 3
Serving the disadvantaged

3.1 The new institution must facilitate access for disadvantaged and historically underrepresented groups.

To determine the age, sex, race, education, goals, and attendance patterns of Folsom area residents, the district requested students and potential students from Folsom, Orangevale, Rancho Cordova, Mather, El Dorado Hills, and Cameron Park/ Shingle Springs to supply answers on application forms to a variety of demographic questions. Those answers, together with census week data, revealed the following sample of information:

- 4,453 Folsom area residents were enrolled in the Los Rios district (50.8 percent at American River College; 25.1 percent at Cosumnes River College; 11.6 percent at the El Dorado Center; and 12.5 percent at Sacramento City College).
- Women in the surveyed area outnumbered men by a ratio of about 3-to-2 (59 percent women to 41 percent men).
- The average age was 29 years (18-24 years, 43 percent; 25-29 years, 15 percent; and 30 and older, 39 percent).
- Responses to the racial/ethnic self-identification showed a student population that was 75.9 percent White, 5.2 percent Black, 5.0 percent Latino, 5.0 percent Asian, and 2.2 percent American Indian, with 6.7 percent other or no response.
- Attendance patterns included 41 percent who attended only during the day, 46 percent only in the evening, and 13 percent a combination of the two.
- The average unit load of Folsom area residents was slightly less than for the district as a whole, where 11.1 contact hours per week is the norm. Among the Folsom area students, 47 percent took 5.9 units or less, 32 percent took between

6 and 11.9, and 20 percent took 12 or more. The district assumes that the average load will be just over seven contact hours when the permanent facilities open in 1998, growing to 9.8 hours soon after, and to the district average as the college nears capacity.

- Educationally, 89 percent of Folsom area students were high school graduates, 3.6 percent held GED degrees, and 4.6 percent were not high school graduates. Some 17 percent had already earned an AA or higher degree, and 2.5 percent had already graduated from a Los Rios district college but had decided to return for additional course work.

The Los Rios district offers a wide array of services to its students in nine different categories. Display 14 on the next page lists those currently offered in the existing colleges, plus those proposed for both phases I (1998) and II (2000 and beyond).

Criterion 4

Academic planning and program justification

4.1 *The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access; quality; intersegmental cooperation; and diversification of students, faculty, administration, and staff for the new institution, must be provided.*

"Few, if any, community college districts have submitted an academic master plan as complete as the plan submitted by the Los Rios district. It is supported by a community survey and gives special attention to such considerations as access, quality, and affirmative action. Beyond that, the district plans to create a unique learning environment at the new college...."

Few, if any, community college districts have submitted an academic master plan as complete as the plan submitted by the Los Rios district (1992a). It is supported by a community survey and gives special attention to such considerations as access, quality, and affirmative action. Beyond that, the district plans to create a unique learning environment at the new college, one that emphasizes innovative class scheduling, a far heavier reliance on technology, and very close associations with commercial and industrial enterprises in the region.

The proposed academic program outlined in Display 15 on page 35 is ambitious, and its implementation will depend heavily on the willingness of the new faculty and staff to adjust to innovative pedagogical techniques and administrative procedures. The district plans that all courses and programs will fit into interdisciplinary "modules" that will be supported by a wide array of novel, and perhaps not yet fully developed, technologies. The traditional teacher-to-student lecture format will be deemphasized in favor of a greater number of team learning projects, and the college will endeavor to create numerous alternatives to the traditional semester calendar as well, including late afternoon, evening, weekend, and short-term intensive courses.

The Folsom area is home to a number of technological industries that have a considerable need for trained personnel and to which the district has every intention of providing educational services. These companies include Intel (electronics/computers), Avantek (microwave technology), Genesis (telecommunications), Amfac (conglomerate), Data Tech (computer disks and tapes), Cable Data (software and

DISPLAY 14 Student Services in the Los Rios Community College District, with Projections for Folsom Lake College

Service or Program	Currently Offered			Folsom Lake College	
	ARC	CRC	SCC	Phase I	Phase II
Matriculation Services					
Application/Admission	X	X	X	X	
Assessment	X	X	X	X	
Orientation	X	X	X	X	
Advisement/Counseling	X	X	X	X	
Educational Plan	X	X	X	X	
Evaluation/Follow-up	X	X	X	X	
Financial Aid Services					
Student Aid Application (SAAC)	X	X	X	X	
Extended Opportunities Programs/Services (EOPS)	X	X	X	X	
California Student Aid Commission Grants		X	X	X	
Board of Governors Grant (BOGG)	X	X		X	
Pell Grant Program	X	X	X	X	
Cooperative Agencies Resources in Educ. (CARE)	X	X	X		X
College Work Study (CWS)	X	X		X	
Supplemental Educ. Opportunity Grants (SEOG)	X		X		X
Stafford Student Loans		X	X	X	
Short-Term Student Loan (STSL)		X			
General Scholarships	X	X	X	X	
Educational Support Services					
Library Services	X	X	X	X	
Tutoring Services	X	X	X	X	
Media Services	X	X	X	X	
Learning Disabilities Program	X	X	X	X	
Learning Resources Center	X	X	X	X	
Writing/Reading/ESL Center	X	X			
MESA/MEP Program	X	X	X		X
PACE -- Partnership to Assure College Entry	X				
Disabled Students Programs and Services (DSP&S)					
Counselor/Coordinator	X	X	X	X	
Physically Impaired	X	X	X	X	
Deaf/Hearing Impaired	X	X	X	X	
Paratransit Service		X	X	X	
Educational/Career Planning Services					
Transfer Center	X	X	X	X	
Career Planning/Information Center	X	X	X	X	
Training for Leisure and Career Center				X	
Student Employment Services	X	X	X	X	
Graduate Placement Services	X	X	X		X
Personal Support Services					
Health Services	X	X	X	X	
Reentry Services	X	X	X	X	
GAIN Services	X	X	X	X	
Veterans Affairs Services	X	X	X	X	
Children's Center					
Pre-School	X	X	X	X	
Infant-Toddler			X		
Special Focus Courses					
Substance Abuse	X	X		X	
Gerontology	X	X	X		X
Adapted Physical Education	X	X			
Human Development	X	X	X	X	
College Success		X	X		
Student Government/Development	X	X	X	X	

Source: Los Rios Community College District, 1992c, pp. 39-40.

DISPLAY 15 General Education and Associate Degree Programs Proposed for Folsom Lake College

General Education

Program cluster concept of 6 to 9 semester unit modules for the investigation and analyses of major past, present, or future social problems in a cross-disciplinary mode. Each module would satisfy three general education requirements. Faculty will work in teams of two or three.

Humanities & Social Systems	Communications	Environmental Systems
Anthropology	English	Anthropology
Art	Foreign Languages	Biology
History	Journalism	Economics
Humanities	Philosophy	Environmental Studies
Literature	Psychology	Chemistry
Music	Sociology	Geography
Philosophy		Geology
Political Science		Mathematics
Theater Arts		Physics
		Statistics

Associate Degree Programs

Current Offerings (at various off-campus locations in the Folsom and Placerville areas)

- Accounting
- Administration of Justice
- Computer Information Science Options:
  - Microcomputer Applications
  - Word and Information Processing
- Early Childhood Education
- General Education/Transfer
- Human Services:
  - Gerontology
- Real Estate

Proposed New Associate Degree Programs (Near Term -- First Three Years)

- Computer Information Science Options:
  - Desktop Publishing
  - Programming
- Administration of Justice:
  - Correctional Services
- Environmental Studies Option
  - Natural Resources Management
  - Wildlife Management
- Management
- Retail and Service Industry Management:
  - Customer Service Technology
- Small Business Operations Options:
  - Small Business Development
  - Advertising/Electronic Field Production

Proposed New Associate Degree/Certificate Programs (Mid Term -- Fourth to Ninth Year)

- Computer Assisted Design (CAD)
- Computer Assisted Manufacturing (CAM)
- Computer Information Science:
  - Equipment Maintenance Technology
- Construction Management Technology
- Health and Wellness
- Insurance Industry
- International Business
- Small Business Operations:
  - Technical Writing

Proposed New Associate Degree/Certificate Programs (Far Term -- Ten Years and Longer)

- Banking and Finance
- Commercial Photography
- Court Reporting
- Electronics Option:
  - Avionics
  - Biomedical Technical Instrumentation
  - Laser Optical Technology
- Hospital Management:
  - Event Management
- Manufacturing Technology
- Paralegal
- Physical Therapy Assistant
- Power, Energy & Transportation

Source: Los Rios Community College District, 1992a

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financial services), Kikusiu International (electronics), and Seacor (environmental engineering). In some cases, the college will provide services through contract education, but the need for both technological and general educational literacy is so great that together they are expected to become the college's primary focus.

That focus will employ instructional television (through cable and Instructional Television Fixed Service), computer assisted instruction, CD ROM (Compact Disk -- Read Only Memory), interactive video, desktop publishing, multi-media, computer simulation, electronic bulletin boards, notebook computers, and even "virtual reality" systems and holography. The district describes this possibility as follows (1992a, p. 8):

> Students will have the opportunity to be quite flexible in their educational programming. For example, a student might opt to enroll in a course that would be delivered through interactive television at a site near his/her home. The student would be supported through the use of electronic bulletin boards. The bulletin boards would interconnect students in the class for collaborative peer learning and also provide situations where the instructor joins the dialogue. Intensive face-to-face group sessions can be scheduled throughout the semester. This collaborative learning model would reflect the team approach used predominantly in the work place. Working (studying) alone is still the primary mode in education, yet one rarely works in isolation on projects in business and industry.
>
> The portability of electronic gear would allow students to use notebook and hand-held computers and video devices to access a large variety of video and print databases. By conducting research via telephone lines connected through local area networks, the student would have access to a vast array of information. A note book computer and interconnectivity would allow the student to conduct research both in print and video formats at virtually any location where there is conventional telephone technology (1992a, p. 8).

The physical heart of this idea will be the Learning Resource Center, which is proposed to be developed in three phases. The first will include an online public catalog, videocassette circulation, a satellite downlink, an ITFS downlink, a computer network, and a microwave feed. The second phase, which should occur in about 2000 when the college achieves an enrollment of 6,000 students, will include print video and computer software collections, satellite uplinks, and linkages to both national and international information networks. It should also include interactive microcomputer video stations for students that will be linked through local area networks (LANs). The third phase may or may not offer additional technological innovations, but will certainly expand capacity and service levels.

The district plans to build a Business Resource Center that will assist local business people to design useful information processing systems, create successful marketing strategies, and manage their operations effectively. There will also be

a Lifelong Health and Fitness Center that will contain the usual complement of weight machines, stationary bicycles, stair climbers, and related apparatus normally found at a health club. There will also be educational programs designed to promote general health and fitness in the community.

Finally, the district has made it clear that it intends to pursue affirmative action aggressively and to recruit and assign personnel in such a way as to reflect the diversity of the greater Sacramento region.

Criterion 5
Consideration of needed funding

5.1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.

The Los Rios district has developed a comprehensive support budget projection based on its previous expenditure experience. Display 16 below shows the district's projection.

DISPLAY 16 Projected Operational Costs for Folsom Lake College, 1990, 1997, and 2000

ITEM	Baseline 1990		Phase I 1997		Phase II 2000	
	FTE	Amount	FTE	Amount	FTE	Amount
Administrator/Coordinator Salaries	2.0	$109,036	6.0	$360,510	16.0	$961,360
Instructional Salaries						
Full time			84.8	3,080,953	199.0	7,230,068
Part time	18.0	448,452	28.3	705,067	67.0	1,668,238
Counselors/Librarians Salaries		*	11.4	437,851	19.8	761,673
Classified Salaries	2.0	41,816	52.0	1,087,216	126.0	2,634,408
Employee Benefits		82,546		1,217,149		2,851,151
Total Salaries and Benefits	22.0	$681,850	182.5	$6,888,746	427.8	$16,107,898
Operating Costs, Including some fixed costs		$128,204				
Operational Costs		*		$848,385		$2,094,450
Institutional Support		N/A		773,713		1,820,235
Other Fixed Costs		N/A		1,276,627		3,003,387
Total Estimated Expenditures		**$810,054**		**$9,787,471**		**$23,025,970**
Students Served						
Enrollment (headcount)		1,392		8,442		14,248
Weekly Student Contact Hours		6,482		56,559		139,630
Full-Time Equivalent Students		432		3,771		9,308
Cost per FTES		N/A		**$2,595/FTES**		**$2,474/FTES**

* Support provided by college staff.

Source: Los Rios Community College District, 1992c, p. 33.

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The district is still developing the capital outlay budget for the college as of this writing, but its needs study indicates expenditures of $294,910 for preliminary planning and $405,030 for working drawings in 1993-94, and $10,612,090 for on-site development in 1994-95. The specific proposal (the Capital Outlay Budget Change Proposal) submitted to the Chancellor's Office requests $11.3 million and is shown in detail in Appendix C.

Display 17 on the opposite page shows the planned distribution of assignable square feet in facilities at various stages of the college's development, including full buildout.

Criterion 6
Consideration of alternative sites

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

As noted earlier, the Los Rios district has owned the Folsom Lake College site since 1966. At the time the site was considered, a process was initiated that looked first at 20 sites, then culled that number to eight, each of which was evaluated according to seven factors: (1) accessibility; (2) topography; (3) drainage; (4) proximity to population; (5) site preparation constraints; (6) the general environment; and (7) land use and zoning. From this preliminary evaluation, four finalists were chosen and evaluated in greater detail, again according to the seven criteria, with the current site emerging the winner.

In 1990, and according to the requirements of the California Environmental Quality Act, the district examined the eight final sites again, with four being eliminated immediately due to unavailability, prior development, or severe environmental constraints. Four sites still remained, however, even after 24 years, and the district's environmental impact consultants (Eco-Analysts, 1990) considered each of them according to the criteria indicated in Display 18 on page 40. The rating system was based on a ±3 point rating system. As can be seen, the existing site and the Russell Ranch property were almost equally rated, but the existing site scored the highest -- principally because it is already owned by the district.

Criterion 7
Geographic and physical accessibility

7.1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.

7.2 There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students -- defined generally as not exceeding a

DISPLAY 17 Projected Space Requirements for Folsom Lake College, 1998 to Buildout

ITEM	Phase I 1998	Phase II 2000	Future 2000+	Total
Instructional Centers:				**140,035**
Lecture	17,664	8,536	13,509	**39,709**
Laboratory	44,556	21,580	34,190	**100,326**
Office:				**39,452**
Instructional	11,320	4,760	8,200	**24,280**
Counselors	1,400	420	560	**2,380**
Student Services	4,570	1,478	3,544	**9,592**
Administration	1,400	1,000	800	**3,200**
Library:				**28,041**
Learning Resource Center	17,030	7,241	1,854	**26,125**
Administration	1,322	498	96	**1,916**
Media Production Center:	6,721	1,712	410	**8,843**
Fitness Center:	15,000	0	0	**15,000**
Bookstore:	4,000	0	2,000	**6,000**
Maintenance:				**16,000**
Duplication	2,000	0	500	**2,500**
Receiving	5,000	0	0	**5,000**
Central Maintenance	2,000	0	500	**2,500**
Grounds	1,000	0	0	**1,000**
Custodians	2,000	0	3,000	**5,000**
Child Care Center:				**12,399**
Preschool	0	6,767	0	**6,767**
Infant/Toddler	0	2,347	0	**2,347**
Administration	0	1,761	0	**1,761**
Observation	0	1,524	0	**1,524**
Cafeteria:				**21,704**
Dining	0	13,022	0	**13,022**
Kitchen/Service	0	8,682	0	**8,682**
Additional Facilities:				
Business/Conference Center	0	As Needed	0	**As Needed**
Natatorium	0	0	As Needed	**As Needed**
Parking (Number of Cars)	1,500	600	800	**2,900**
Total Assignable Area:	**136,983**	**81,328**	**69,163**	**287,474**

Source: Los Rios Community College District, 1992d

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DISPLAY 18 Consultants' Evaluation of Four Potential Sites for Folsom Lake College, 1990

Alternative Site Descriptions

Site	Name	Location
A	Allied Properties	On Greenback Lane, just north of the city of Folsom.
B	Real Earth Estates (project site)	East of the City of Folsom at the intersection of Scott Road and Clarksville Road
C	Russell Ranch	Seven miles east of the City of Folsom at the Sacramento and El Dorado County boundary
D	George Coury	One mile south of the town of Orangevale on Main Ave

Site Selection Criteria and Ratings

Criteria	Site			
	A	B	C	D
Accessibility	-1	3	2	-1
Land Use and Zoning	1	2	2	2
Proximity to Population	2	3	3	2
General Environment	2	2	3	1
Topography	3	2	2	2
Drainage	2	3	2	2
Total Score	9	15	14	8

Definitions:

Accessibility -- Accessibility to major transportation corridors, without being disturbed by adjacent traffic arteries. Values were assigned based on access to arterials and state highways, the anticipated expense of road installation, and amount of local traffic noise and congestion.

Land Use and Zoning -- Consistency of the proposed project with existing land use standards. Will Project be protected from future undesirable land uses? Values were given depending upon neighboring land uses and conducive zoning designations.

Proximity to Population -- Relationship of the site to the population to be served. Values were assigned based on sites' proximity to the center of the prescribed five-mile radius. The preferred campus site was to be as close as possible to El Dorado County and students from communities east of Sacramento.

General Environment -- Determining if the site is free of commercial and industrial intrusion, and if there are adequate vistas and pleasant surroundings conducive to a college environment. Values were assigned depending upon quality of scenery and compatibility with surrounding land uses.

Topography -- Will terrain be conducive to building placement at the project site? Values were assigned based on ease of building placement.

Drainage -- Establishing the adequacy of natural drainage on site. Values were assigned based on the need for drainage rerouting, installation of storm drains, and related improvements.

30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area -- must be demonstrated.

The physical, social, and demographic characteristics of the area have been described earlier in this report on pages 32 and 33. Here the Commission focuses on the district's transportation plan, which indicates that vehicle access to the site should be excellent. The campus is located within a mile of U.S. Highway 50, with good direct access along Scott Road and East Bidwell Street -- the latter being a four-lane thoroughfare that is the primary access to the City of Folsom.

As part of the environmental impact report process (Eco-Analysts, 1990), the district commissioned a transportation analysis by a transportation engineering firm (kdanderson, 1991). The consultants concluded that construction of the college will have a number of impacts on the transportation corridors in the area, all of which can be mitigated by relatively routine measures, such as the introduction of traffic signals, left-turn lanes, or in some cases, feasible roadway widenings.

The consultants concluded that future ratings of three of the nine primary intersections in the area would be "LOS F" -- a designation that indicates that the "Level of Service" has deteriorated to the point of gridlock (Eco Analysts, 1990, p. 35). They rated others from "A" to "E" -- indicating conditions ranging from free flow to heavy congestion. Most important, however, the three "F" ratings would remain whether or not the college is built and are unlikely to occur until 2005 at the earliest.

Other plans of the district that deserve mention are those for ride sharing and other programs designed to reduce traffic, including work with the Sacramento Regional Transit District to provide bus service to the site. In addition, several plans are pending to extend light rail service to the Folsom area. These plans have not yet been finalized, but all of the possible routes currently under consideration pass near the college site. In all probability, light rail will not be available until early in the next century, but there is a good chance that rail access will be available around 2005, when the college is expected to be nearing its planned enrollment capacity.

DISPLAY 19 Automobile Driving Times from Five Locations in the Folsom Service Area to the Folsom Lake College Site

Location	Distance in Miles	Time in Minutes
Citrus Heights	9.6	23
Orangevale	6.9	18
City of Folsom	3.5	9
Rancho Cordova	14.6	18
Cameron Park	9.8	14

Currently the district has no plans for on-campus student housing at the college, but automobile driving times should be reasonable from the entire college service area, as indicated in Display 19 at the left.

Criterion 8
Environmental and social impact

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

The district submitted a complete environmental impact report to the Commission as part of its needs analysis.

Criterion 9
Effects on other institutions

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals . . . .

9.3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new college or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

Appendix D contains five letters of support for the establishment of Folsom Lake College. The first is from Donald R. Gerth, president of California State University, Sacramento, in which he indicates not only that the proposed college will in no way adversely affect his institution's operations, but that the college's existence may well relieve some of the pressure on his severely impacted university. It might be noted as well that Dr. Gerth wrote his letter prior to the most recent round of intense budgetary cutbacks.

The district also received a letter from Vice-Chancellor and Provost Larry N. Vanderhoef of the University of California, Davis, who strongly supported the proposal on much the same grounds as stated by Dr. Gerth. Specifically, he noted that the Davis campus is "having a very difficult time accommodating all eligible students" and that "We need more growth at all levels within the higher education triad, and the Folsom area for the Los Rios Community College District seems an ideal point of expansion." It could be added that the Davis campus is currently working with the Los Rios district to expand community college services in the Davis area.

The only community college district in the immediate vicinity of the proposed Folsom College is Sierra College in Rocklin, and President/Superintendent Gerald C. Angove wrote to Chancellor Marjorie K. Blaha on December 10, 1991, indicating that he saw little conflict between Sierra College and the Folsom proposal. This has been confirmed independently by the Commission in discussions with both district superintendents, and through an examination of the capacity load ratios of Sierra College. Those numbers indicate that Sierra College is already impacted

and has little room for expansion to accommodate the expected growth in the Folsom area. Further, for many residents in the Folsom region, Rocklin is not easily accessible. Accordingly, and especially given the sound cooperative relationship between the two districts, there should be no unnecessary duplications of programs or services.

Criterion 10
Economic efficiency

10.1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10.2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

As mentioned before, the proposal for Folsom Lake involves no funding for site acquisition, since the site is already owned by the Los Rios district. Further, the City of Folsom has agreed to contribute about $1.5 million in funding for infrastructure improvements and athletic/recreational facilities on the site. Both of these elements of the proposal lie well within the spirit of this most recent addition to the Commission's criteria for the review of new campuses and centers.

Conclusion

Because the proposal for Folsom Lake College fully meets all ten of the Commission's criteria for approval, the Commission recommends to the Legislature and Governor that it be approved as the fourth college in the Los Rios Community College District, as indicated on page 3 above.

APPENDIX A Los Rios Community College District Mission Statement, Goals, Planning Assumptions, and Implications

MISSION STATEMENT

The Los Rios Community College District provides educational opportunities guided by three organizing principles: access, excellence, and values.

Access is reflected in the district's commitment to the principle of economic and social mobility through educational opportunities for all people. To this end, the district provides programs and services which are responsive to the many constituencies in our colleges and in the community. Programs are open to all who can benefit from them and, together with services that support and enhance student motivation and success, demonstrate the district's commitment to diversity among students, faculty, and staff.

Excellence is reflected in the district's emphasis on the importance of teaching and learning, with a commitment to student success that affirms every student's ability to learn. The district and its colleges endeavor to provide the highest quality instructional programs in transfer, vocational, and general education, using the most up-do-date instructional methodologies. Instruction focuses on critical thinking skills that provide a synthesis of ideas into new knowledge and an emphasis on encouraging innovative ideas and their successful implementation. The district recognizes the importance of maintaining a quality physical environment conducive to teaching and learning, as well as the need for both educational and fiscal accountability to the students and the communities it serves. The district is committed to cooperation and coordination with neighboring institutions to insure smooth transitions for students from K-12 through the university level. The district strives to maintain its reputation for excellence and leadership among community colleges both statewide and nationally.

Values are reflected in the district's commitment to the development of ethics and responsibility, and to providing a comprehensive education for the whole person that includes social and aesthetic awareness. Programs and services emphasize preparing students for the responsibility of citizenship in a multicultural world, including the importance of international understanding. The district is also committed to meeting community needs throughout our region, with special attention to business and economic development strategies, and to maintaining the highest standards of academic freedom.

DISTRICTWIDE GOALS

Goal 1: Support the historic community college commitment to open access. Educational opportunities will be open to all who are able to benefit from them, and will be combined with support services that enhance student motivation and success.

Goal 2: Provide a meaningful, quality program of instruction to meet the transfer, general, occupational, and developmental education needs of the community. Programs will relate to the needs of students, respond to the economics and demographics of the service area, reflect new technologies, and be offered through different instructional approaches in a variety of locations. Programs will promote critical thinking skills and ethics, and will prepare students to move into the work place or on into higher education. Review processes will determine the need for new programs and justify the continuation of existing ones.

Goal 3: Offer support services that promote access and help students achieve success. The district and colleges will establish and maintain an environment that fosters intellectual and personal development. A variety of services will be offered to help our diverse students achieve their chosen goals and relate positively to others in our college community. To ensure student success in the broader community, the district and colleges will continue to articulate programs and services with our local K-12 districts, with other community colleges, with the universities to which our students transfer, and with business and industry.

Goal 4: Foster a harmonious community of diversity which includes, responds to, and recognizes the achievements and needs of all people. Recognizing the emerging cultural diversity within the state and the district, and the strength which that diversity brings, the district and colleges will exert every effort to enhance educational opportunities for all persons from many different backgrounds. Experiences of different groups, cultures, and nationalities will be provided for students through the curriculum, faculty and student exchanges, and opportunities for study abroad. The district and colleges will also demonstrate their commitment to increasing the diversity of the college community through recruitment of persons from varied backgrounds and experiences as applicants for employment and promotion.

Goal 5: Provide and maintain facilities, equipment, and grounds that help foster a positive environment for teaching and learning. Planning for the physical facilities and environment will be linked to educational planning and will consider both short- and long-range student needs, resource availability, and community involvement as key factors in determining the most appropriate physical configurations for providing educational opportunities.

Goal 6: Maintain financial stability and fiscal resources sufficient to achieve, maintain, and enhance the educational programs, services, and facilities of the district. To ensure the best use of public funds, the district will strive to maintain a reasonable expectation of financial viability and cost effectiveness. Fiscal resources shall be devoted to services and facilities of the district that enhance the excellence of educational programs. Financial planning will be based on educational planning, taking into account long-range projections of enrollments, programs, services, costs, and resources.

Goal 7: Ensure the effectiveness of our programs and services in meeting student needs and goals through strategic planning and research. Recognizing the importance of institutional integrity and accountability, the district and colleges will design planning processes that implement the vision, mission, and goals of the district. The district and colleges will maintain research and evaluation practices that link student goals with outcomes, and program objectives with results.

Findings will be shared, as appropriate, both within and beyond the educational community.

Goal 8: Provide information through a variety of media to encourage community awareness of and participation in district programs and services. The district and colleges will present themselves to students and the public truthfully and effectively. Responses and suggestions will be elicited from community members, advisory groups, businesses, and governmental agencies to help plan for, evaluate, and enhance the equality and effectiveness of our programs and services.

Goal 9: Establish and maintain a leadership role within higher education both statewide and nationally. District board members, faculty and staff, and students when appropriate, will: participate in conferences, organizations, and associations; share innovative programs; cooperate in research studies; and promote statewide efforts to address major policy issues concerning community colleges in California and nationally.

PLANNING ASSUMPTIONS

Growth: 3% enrollment growth per year for the next 10 years.

Students: Continued growth in "nontraditional" student population (women, older, part-time, and limited English speaking). These students will combine employment, family responsibilities, and employment. Increasing need for basic skills programs.

Minority Students: Continued growth in the proportion of ethnic minority students among the community college student population, with growth particularly in Asian and Hispanic students in the Sacramento region.

Funding: Modest support for community colleges with State support lagging enrollment/ADA by at least 1% annually, due to continued cap on enrollment growth.

Capital Outlay: Better than modest support for equipment purchase and replacement, and capital outlay funding, given the need for expanded capacity to handle continued enrollment growth.

Accountability: Continued legislative interest in fiscal and educational accountability for community colleges, with concomitant demands for research, evaluation, and compliance reports in a variety of areas.

Faculty/Staff: Need to replace an aging faculty and administrative staff over the next ten years, in addition to adding faculty and staff as a result of growth.

Faculty/Staff Affirmative Action: 30% of new hires will be ethnic minorities.

Collective Bargaining/Shared Governance: Collective bargaining and shared governance will continue, with concomitant demands on staff and faculty time and more diffuse decision making. Increasing differentiation in the roles played by faculty senate and faculty union; possible legislative action.

Employment (1985-1995): Area employment to increase by about 36%, primarily in service

industries. In-service industries, particularly strong growth in health, business, computer and data processing, and protective services. Government sector (currently one-third of all jobs in region) will show slow or no growth.

Technology: Continued rapid technological change, with concomitant pressures for colleges to keep pace and offer students up-to-date employment training. Increasing concern with equipment purchase, repair, and maintenance, particularly in occupational programs.

Business/Industry Linkage: Close ties with business and industrial community in Sacramento, with particular emphasis on meeting the needs of both new and existing area employers.

Competition: Increased competition for students with four-year universities (particularly transfer-oriented students), and with proprietary schools and businesses themselves for vocational students.

Cooperation: Continued emphasis on strengthening cooperative efforts with the K-12 and university segments, through such means as 2+2+2 programs and cooperative transfer programs.

Source: Los Rios Community College District, 1991, pp. 5-9.

PROPOSALS FOR: NEW COLLEGE FOR THE LOS RIOS COMMUNITY COLLEGE DISTRICT AND NEW CENTER FOR THE ALLAN HANCOCK JOINT COMMUNITY COLLEGE DISTRICT

17

First Reading, Action Pending, November Board Meeting

Background

The California Community Colleges is the world's largest system of higher education, providing educational services to over 1.5 million students. The system is comprised of 71 locally-governed districts with 107 campuses and more than 50 centers.

For the next fifteen years, California's population is projected to rapidly expand. As a result, demands for educational services will increase. The Board of Governors' 1990-91 *Basic Agenda* states, ". . .Community Colleges are expected to grow from their current enrollment of 1,500,000 students to 2 million—an increase that is the equivalent of 50 average-sized colleges. . . . The rapidly increasing demand for facilities and operating funds to accommodate enrollment demands calls for wise and prudent management of limited resources. . ."

As a means of refining and controlling the increased demand for future colleges and centers, the Board of Governors, in January 1991, adopted a long-range, capital outlay growth plan. The plan anticipated that during the period 1990 to 2005:

- Six existing centers would become full service campuses;
- Thirty-one new centers would be established, eight of which would become full-service campuses; and
- One center would be developed to serve adjacent territories in three districts.

Standards and responsibilities for establishing new colleges and educational centers (Title 5, Division 6, Chapter 11, beginning with Section 55825, and *Education Code* Section 81810) predate the Board of Governor's long-range plan. These regulations provide that to establish new colleges or educational centers, a community college

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district shall prepare and submit a proposal to the Chancellor's Office containing at least three elements: (1) assessment of needs and preferences, (2) identification of objectives, and (3) analysis of alternative delivery systems.

Analysis

This two-part agenda item focuses upon two specific proposals included in the long-range capital outlay plan:

- a fourth college to serve the eastern part of the Los Rios Community College District; and
- a new center to serve the Lompoc Valley area of the Allan Hancock Joint Community College District.

The Los Rios and Allan Hancock districts have submitted their proposals in accordance with both Title 5 and the *Education Code*. Additionally, both proposals enjoy wide community support with no discernable opposition. If the Board approves the proposals, they will be submitted to the California Postsecondary Education Commission (CPEC) for its required review and approval. Approval by the Board of Governors and CPEC will signify eligibility to compete for available state capital outlay funds but provides no guarantee of funding. It is anticipated that additional proposals will come to the Board, with recommendations from staff that they be approved or disapproved, in the next several months.

This item is being presented to the Board for initial review and comment. A recommendation for the following actions are anticipated for the Board's November meeting:

1. Effective immediately, for purposes of applying for and/or receiving capital outlay funds, the Folsom Lake facility be considered a college.
2. Subject to written approval by the Chancellor, on or before July 1, 1997, the Folsom Lake facility be officially designated a college if the CPEC general guidelines for the definition of a college have been met.
3. The establishment of an off-campus educational center to serve the Lompoc Valley area of the Allan Hancock Community College be approved.

Staff Presentation *Joseph Newmyer, Vice Chancellor*
Fiscal Policy

Clarence Mangham, Dean
Facilities Planning and Utilization

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Folsom Lake College

Proposed New Community College for the Los Rios Community College District

Background

At its January 1991 meeting, the Board of Governors approved a *Long-Range Capital Outlay Growth Plan*. Among the facility needs identified in the plan was a new college to serve the eastern portion of the Los Rios Community College District. Specifically, the plan forecasted 46 percent enrollment growth for Los Rios within the next 15 years. The report states: "Serving one of the nation's fastest growing metropolitan areas (Sacramento), this 49,000-student district. . .is expected to grow by 23,000 more students by 2005. The service area is large (2,400 square miles) and at least one new center in the near term, in Folsom—to become a campus in the long term—is indicated."

The greater Sacramento metropolitan area is one of the fastest growing regions in the state (see Appendix A, Tables 1 and 2). Vast stretches of once rural and agricultural lands are being transformed into new urban and suburban communities. The Los Rios Community College District has carefully monitored the population growth in its service area, phasing in new facilities and services to meet enrollment demands. As of fall 1991, the district was the third largest in the state in credit enrollments. Population projections made jointly by the district and the Department of Finance indicate that by 1995, the three district colleges will all exceed capacity, with the education center in Placerville approaching its limits.

Since 1964, the district has been involved in planning for an educational facility to meet the needs of the Folsom region. In 1967, the district acquired land to be held ready for a future Folsom Lake College. At the same time, land was purchased that eventually became the site of Cosumnes River College when growth around that college warranted its development. District enrollment projections, as well as an interest survey among Folsom area residents and businesses, clearly support the development of a new college in accordance with state criteria. Considering the distances that residents of the eastern portion of the district must currently travel to receive services, and the fact that existing facilities now, or will soon, face enrollment demands in excess of capacity, it is clear that in the very near future there will be large numbers of unserved and underserved individuals if this college is not built as proposed.

The education plan for the proposed Folsom Lake College reflects the existence of two major subpopulations of prospective students: the more traditional, younger student focusing on general education and transfer programs, along with entry-level

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vocational programs; and working, older adult students (including many single parents). Along with traditional programs, the college will have the dual focus of serving as an instructional delivery system aimed at meeting the needs of local business and industry, with requisite flexibility in scheduling and support services.

The local communities have demonstrated strong interest and support for the proposed college. It will increase the accessibility of services for many current and potential students. The business community is likewise supportive of a planned educational program reflective of the technologies active in the area. There is also strong interest in the programs planned to offer direct assistance to local businesses through contract education and on-site open credit courses. Finally, there is strong interest and support from the secondary and postsecondary institutions in the area who welcome the addition of a college in the face of rapidly rising enrollment demands.

Analysis

Regional and Community Characteristics

The Los Rios Community College District serves the greater Sacramento metropolitan area, including all of Sacramento County, as well as parts of El Dorado, Yolo, and Solano counties. Its service area covers a diverse 2,400 square miles, comprised of densely populated metropolitan communities, rapidly expanding suburbs, small Sierra foothill towns, agricultural areas, and national forest and state park regions. A map of the district that pinpoints the location of existing colleges, the Placerville center, and the proposed Folsom Lake College is included as Appendix B, Map 1.

The population of the area is rapidly increasing. Folsom was identified by the Palo Alto-based Center for the Continuing Study of the California Economy, in 1991, as the fourth fastest-growing city in California. This rapid growth has greatly affected the region surrounding the city, with open rural hillsides being replaced by spreading, suburban housing developments. Many high technology companies have relocated to the area, responding to its quality of life and relatively reasonable housing prices. Further boosting the county's industry is the Economic Development Corporation, a nonprofit organization formed in 1988 to attract new employers to the area.

The site is a 151-acre parcel owned by the Los Rios Community College District (LRCCD). The parcel is located to the southeast of the City of Folsom, on East Bidwell Street, approximately halfway between the city and State Highway 50. The primary access to the site, from either the City of Folsom or State Highway 50, is along East Bidwell Street, which is a four-lane major link between the city and the highway. The interchange at State Highway 50 is at Scott Road, which connects to

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East Bidwell Road (see Map 2, Appendix B). The City of Folsom is currently striving to extend Sacramento's Regional Transit light-rail network to Folsom.

The site is characterized by gently sloping terrain with the high point (elevation 440 feet above sea level) near the center of the property. No large trees remain on the open grassy slopes. An 8- to 10-acre wetland is located on the northeastern portion of the site. The area surrounding the site was rapidly developed during the late 1980's, with both housing subdivisions and light industry. Prospective commute times from neighboring communities range from 9 minutes, from the City of Folsom, to 23 minutes, from Citrus Heights. The following table illustrates the commute times and distances from the five major communities to be served by the Folsom Lake Campus.

Folsom Lake College
Commute Time

Location	Distance (Miles)	Time (Minutes)
Citrus Heights	9.6	23
Orangevale	6.9	18
City of Folsom	3.5	9
Rancho Cordova	14.60	18
Cameron Park	9.8	14

NOTE: Citrus Heights and Orangevale commutes were on city streets while Rancho Cordova and Cameron Park commutes were mainly on U.S. Highway 50.

Although the environmental issues related to specific site selection need not be addressed here, the first environmental impact report that addresses all potential impacts related to the college has been completed and a Notice of Determination filed with the county. There appear to be no adverse conditions that cannot be mitigated.

A study by the Los Rios District planning staff of Folsom-area students currently enrolled revealed the following characteristics:

- The majority of the students (59%) were women.
- Almost 43 percent were between 18 and 24 years of age. The second largest group, at 39 percent, were 30 years old or older.
- Approximately 75 percent of the students were white, with 25 percent from ethnic minority populations (5.2% Black, 5.0% Hispanic, 5.0% Asian and 2.2% Native American).

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Enrollment Projections

The Los Rios Community College District, with the advice and approval of the Department of Finance's Demographic Research Unit, developed an Enrollment Potential Projection Model that analyzes the enrollments from the various community areas (see Appendix C for approval letter and key component of the model). This model, as well as responses to a community interest survey, projects the likelihood of people attending the new campus in Folsom on the basis of proximity. The analysis incorporated enrollment limits set by the district for the existing colleges and education center. The projected Folsom Lake College enrollment for 1997 is 7,600. This easily meets the state criteria for a limited service college. The projected enrollment for the year 2000 is 10,962, meeting the criteria for a full-service college.

The opening of a new college in Folsom is likely to attract many individuals who are currently unserved or underserved. Students residing in the easternmost regions of the district now largely attend the educational center in Placerville. Unfortunately, by its very nature, the center is unable to provide the full array of course offerings and student services. Many of these students may find the commute to Folsom to be reasonable, while the added distances to the existing college campuses are not. Also, the new college will focus largely on meeting the needs of the local business community. This is certain to enhance enrollment.

Effects on Nearby Secondary and Postsecondary Institutions

The development of Folsom Lake College is supported by the other educational institutions in the area. There are no anticipated adverse impacts that cannot be mitigated.

All existing Los Rios Community College District sites are already at capacity or will be soon. By 1995, the three colleges are all projected to exceed their enrollment limits, with only the education center in Placerville having any room for expansion. By the year 2000, the Placerville center would join the other facilities in exceeding the enrollment limits.

Sierra College, in the neighboring Sierra Joint Community College District, reports that 2,391 students currently attending there live in communities within the Los Rios district service area and would be likely to consider attending Folsom Lake College. Sierra's enrollments are growing rapidly, reflecting a local population boom—far outdistancing state funding for growth. Sierra College supports the new college, since this will help meet the rapidly growing demand for higher education within the region, and has indicated in a letter of support that there will be no adverse impact on its enrollment if a new college is built in Folsom.

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There is also strong support for the Folsom Lake College from California State University, Sacramento (CSUS). CSUS, due to budgetary constraints, has been forced to turn away applicants for freshman and lower-division transfer status and has been in constant contact with Los Rios to inquire whether the community college district could accommodate some of the university students in their classes.

The University of California, Davis (UCD) has also been forced to turn away students and has asked Los Rios about the possibility of handling some of its students. Sacramento City College is now offering classes on the UCD campus, and the two institutions have created various cooperative relationships, the intent of which is to expand transfer opportunities, particularly for disadvantaged students.

The local high school districts will benefit in at least two ways. First, students in these districts will have another option for higher education. This option not only provides more convenient physical access to a college campus, but, more importantly, provides an entry into higher education, which is becoming more restricted at four-year institutions. Secondly, as a practical consideration, some of the high school districts will also benefit by regaining the use of their facilities, which have been used by community college programs.

Community Support

Strong local interest and support has been demonstrated for the establishment of the Folsom Lake College. As documented in a survey of residents' interests, having a local college will increase the accessibility of services for many current and potential students. The business community is likewise supportive of a planned educational program reflective of the technologies active in the area. The local Chamber of Commerce has played an active role in lobbying for the college. There is strong interest in the programs planned to offer direct assistance to local businesses. In addition, the City of Folsom and the Los Rios district have already adopted a joint-use agreement for the development of recreational facilities at the college site. Under the terms of this agreement, dated February 1992, the city will fund approximately $1.5 million for the development of utility requirements and athletic playing fields.

Preferences for Community College Programs and Services

The Los Rios district contracted with a private consulting firm, J. D. Franz Research of Sacramento, to determine area residents' level of interest in attending the district's proposed Folsom Lake College and to ascertain the types of programs that might be attractive to them. Some of the key findings are as follows:

- The most popular subject area was vocational or technical skills, followed by subjects required for general education or transfer.

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- The most important student services mentioned by respondents were services for students reentering the work or academic world, career planning, academic counseling, and a learning center or lab.
- Close to one-half of those with children under the age of five (13% of those indicating an interest in attending the college) would need child care in order to attend the proposed campus.
- Close to one-half of the interested respondents would prefer to take classes that were between six- and nine-weeks in length. Traditional semester-length classes appealed to about one-third of the respondents.
- The most popular times to take classes were between 5:00 p.m. and 10:00 p.m., although classes in the early part of the day (9:00 a.m.–1:00 p.m.) and on Friday nights and Saturdays were also fairly attractive.

Labor Market Requirements

Many high technology companies have relocated to the area in recent years. Several new retail developments are also in operation, responding to the local housing boom of the past few years. It is anticipated that as the economy improves housing starts will again accelerate—especially if low-interest home mortgage rates are sustained—and new housing means jobs will be available in construction. Further boosting the county's industrial development has been the Economic Development Corporation, a nonprofit organization formed in 1988 to attract new employers to the area. Government employment will continue to be a possibility for area residents. Sacramento is the seat of state government and includes the majority of state government offices. Folsom Prison is a major local employer.

Programs and Services

The education plan for the proposed Folsom Lake College reflects the existence of two major subpopulations of prospective students: the more traditional, younger student and working older-adult students. More than one-half of these individuals have indicated an interest in transferring to a four-year institution. Given this profile and the rapid growth of the Folsom area, the district is planning programs and services to meet the needs of these two somewhat diverse clienteles.

The increasing numbers of high school graduates in the area and the expressed interest in transfer will require the provision of high-quality general education and transfer programs, along with entry-level vocational programs in occupations projected to grow over the next decade.

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To meet the needs of the increasing numbers of older, part-time, and working adults seeking postsecondary education opportunities, nontraditional scheduling of classes will be available. This will take the form of nontraditional short-term courses, seminars, and workshops offered on campus during the evening hours and Saturdays, and during morning hours at local business entities.

The increasing number of students, both younger and older, who are combining work and school, suggests the need for counseling to help students balance the demands of job, family, and school, and for an understanding of the "drop in-stop out" nature of these students and the extended time needed to complete degree or certificate objectives.

The majority of the prospective students will be women. The college intends to provide more programs and services targeted for women, such as child care and financial aid, in support of the many working, often single parents expected to be in attendance.

According to the Education and Facilities Master Plan for the proposed college, and reflecting the findings of the community interest survey, a key focus for the site will be an instructional delivery system aimed at meeting the needs of local business and industry. The flexible scheduling of program offerings is an important component of this system. In addition, the college will serve as an information resource for small and intermediate businesses and include a conference center, library collection, computer laboratory, and media center dedicated to this service. Ultimately, the district's contract education unit and Small Business Development Center will be located at the Folsom site.

Recent career field projections from several sources indicate that California's economy is increasingly information based; that is, an economy based on creating, processing, storing, retrieving, and analyzing information—with the computer as the crucial operational tool. The curriculum and course presentation methods at the new college will heavily emphasize the development and implementation of such skills. The recommended general education core pattern will be a cross-disciplinary approach, concentrating problematic social and/or environmental issues. A critical variable will be the identification and selection of a faculty and staff that are willing to commit to the concept of creative instructional packaging and delivery. Collaborative learning groups and computer assisted instruction will be strongly encouraged.

Student support services will also reflect an appropriate reformation to respond to the new demographics and the use of technology. The matriculation program will continue but deliver orientation, counseling, and follow-up in a more extended incremental approach, spread across the first nine weeks of the initial term, at a minimum. Second nine-week modules will be available for focus groups that need additional exposure to study skills, career planning, etc. Counselors will also be more involved as team leaders and less as routine information givers, a task that will

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largely be accomplished through the use of computer programs and classified specialists.

Analysis of Alternative Delivery Systems

Rationale for Approving the Proposed System

The establishment of the proposed Folsom Lake College is considered to be the most feasible alternative to effectively and equitably provide full services and comprehensive educational programs to the citizens of the eastern region of the Los Rios Community College District. Residents of the eastern section of the district currently have several service options—all of which are inadequate or will soon be so. Those choosing to attend one of the three existing college campuses in the district face extended commute times, to arrive at programs at or approaching capacity. The Education Center located in Placerville, which cannot offer a full range of classes and services, will reach and probably exceed capacity within the next few years. The local outreach programs also are necessarily limited in the scheduling and scope of their offerings. Finally, the local business community is best served by the availability of a local college with programs and services tailored to meet local needs.

The district is proposing a multi-phased approach to development of Folsom Lake College. During Phase I of development, to be completed by 1997, Folsom Lake College would function as a limited-service college, with the scheduling emphasis aimed at meeting the needs of the expected large numbers of older, working students. As the area population increases, the enrollment of full-time students will increase, until in the year 2000, Phase II will be achieved and the college will offer a full-service program (see Appendix D for a depiction of the phased approach planned for Folsom Lake College.)

Analysis of Rejected Alternatives

Limiting Folsom to Permanent Outreach Center Status

The obvious advantage of this option is the lower fiscal cost, especially in the short-term. It is certainly more economical to put up trailers or other temporary facilities; have a limited-scope program with no specialized facilities, such as labs, and little or no specialized equipment; and to staff such a center with part-time faculty.

The arguments against this option are compelling. Establishing and keeping the Folsom campus as an education center would most likely limit future enrollments in the area. Limited programs and services generally limit access, since students cannot complete full degree and certificate programs without taking additional coursework elsewhere. Furthermore, enrollment projections for the region clearly support the initial establishment of a limited-service campus and of a full-service

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campus in the near future. Combining these projections with the knowledge that the existing colleges and education center in the district are already at or near capacity would lead one to anticipate large numbers of unserved potential students if this option were adopted. While limitations on access and enrollment may lower expenditures, lack of access to quality educational programs and services to the people of the Folsom region is not in the best public interest.

Expand Existing Campuses

The greater Sacramento metropolitan area has been experiencing rapid population growth for quite a while. As a result, American River College is already beyond its planned enrollment capacity according to state standards, with problems evident in terms of parking and availability of essential student services for every student. Sacramento City College has also reached its enrollment capacity, with even more severe parking problems than at American River and similar problems in terms of student services. Neither institution could expand much beyond its existing enrollment without serious degradation of educational quality.

Cosumnes River College and the Placerville center are both slated for expansion and are, as yet, within their planned enrollment capacities. However, enrollment projections for both sites indicate that capacity will be reached within the next few years. The expansion of these sites will not meet the enrollment demands existing currently and projected for the Folsom area.

Finally, the current campuses are thirty minutes to one hour from the growing Folsom population—too distant for a reasonable commute. The attendant traffic and air pollution that excessive commute times and distances create would be a negative byproduct—if the Folsom residents could afford the time to make the commute, considering that a large percentage are working adults.

Increased Utilization of Existing Facilities

In discussing this alternative, district staff reviewed the possibility of "year-round" or more intensive use of existing facilities. Increased use may indeed be feasible at Cosumnes River College, particularly as the facilities are developed for the buildout size. However, both American River and Sacramento City Colleges currently offer substantial summer programs, as well as extensive evening programs. They also offer "weekend college" classes on Friday nights and Saturdays. The potential for expanding the district's current programs to accommodate the 15,000 new students projected by the Department of Finance as coming to the district over the next ten years is simply not there. Also, increased utilization of existing facilities still leaves the growing Folsom population with an excessive commute.

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Use of Other Segments

The potential for increased use of existing programs and services in other postsecondary segments, particularly at California State University, Sacramento, and the University of California, Davis, has been a matter of considerable discussion between Los Rios and its neighboring public universities for at least the past year. However, the option under discussion has been precisely the opposite of the alternative suggested here: both of the universities have contacted the community college district to ascertain whether Los Rios has the capacity to handle their students who cannot get into classes or have been denied admittance altogether as a result of budgetary constraints on those institutions.

Use of Nontraditional Instructional Delivery System

The Los Rios district is currently making use of a variety of nontraditional instructional delivery systems, including Instructional Television Fixed Service, cable network programming, and expanded video disc and tape programs. On the positive side, the use of such delivery systems provides increased access, particularly for students in remote areas. There are, however, limitations to this option. There are very high equipment costs for such methodologies, with additional support and technical staff needed beyond the usual faculty/instructional assistant situation. Also, while these methods offer great opportunities for enhancing the traditional curriculum, the "high tech" methods are most often "low touch," with relatively little personal contact between student and teacher or other students. Finally, students served by telecommunicated courses have no access to the kinds of support services that they may need to successfully complete the classes. Distance learning is an important adjunct to—not substitute for—a regular college educational environment.

Summary and Conclusion

Staff analysis of the Los Rios Community College District's proposal to establish Folsom Lake College has revealed the proposal to be justifiable, desirable, and timely.

The greater Sacramento metropolitan area, served by the Los Rios district, is one of the fastest growing regions in the state. As a result, many of the existing district facilities are already at enrollment capacity, with problems of congestion and insufficient availability of student services. The other facilities will be at that level within the next few years. The development of a new campus is essential to provide access and quality education to the service area.

The Los Rios Community College District had the foresight and good fortune to purchase an appropriate site for a new college campus in 1967. The Folsom area is experiencing some of the most rapid population growth in the state. At the same

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time, it is experiencing an influx of new businesses and industries. The Folsom Lake site is an ideal location for a new campus, as it would provide local services to the residents of the eastern portion of the district who currently have excessive commutes and to the workers and business community of the region who would benefit from an education plan tailored to their needs.

No other alternatives were found to be feasible for providing full educational opportunity throughout the Los Rios district, particularly to the eastern regions. All of the neighboring institutions of higher education are supportive, as is the local community.

APPENDIX A

PERCENT CHANGE IN ADULT POPULATION AS DEFINED IN SECTION 2228.1, REVENUE AND TAXATION CODE*

Table 1

Community College District	1-1-91 to 1-1-92	Community College District	1-1-91 to 1-1-92
Allan Hancock Joint	3.16	Palomar	5.74
Antelope Valley	9.02	Palo Verde	3.12
Barstow	1.34	Pasadena Area	0.21
Butte	3.29	Peralta	0.03
Cabrillo	1.45	Rancho Santiago	1.68
Cerritos	0.65	Redwoods	2.61
Chaffey	4.78	Rio Hondo	0.85
Citrus	0.30	Riverside	5.25
Coast	0.11	Saddleback	4.03
Compton	0.52	San Bernardino	4.06
Contra Costa	2.51	San Diego	0.67
Desert	4.78	San Francisco	0.31
El Camino	0.41	San Joaquin Delta	2.37
Feather River	3.09	San Jose-Evergreen	1.47
Foothill-DeAnza	0.32	San Luis Obispo County	3.35
Fremont-Newark	2.07	San Mateo County	1.08
Gavilan Joint	2.82	Santa Barbara	0.99
Glendale	1.66	Santa Clarita	7.66
Grossmont-Cuyamaca	1.96	Santa Monica	0.01
Hartnell	3.48	Sequoias, College of the	2.65
Imperial	3.71	Shasta-Tehama-Trinity Joint	3.89
Kern	3.24	Sierra Joint	4.85
Lake Tahoe	3.30	Siskiyou Joint	2.32
Lassen	1.99	Solano County	5.36
Long Beach	0.72	Sonoma County	2.96
Los Angeles	0.50	South County	1.62
Los Rios	3.03	Southwestern	2.79
Marin	1.13	State Center	2.61
Mendocino-Lake	2.76	Ventura County	1.17
Merced	4.15	Victor Valley	8.94
MiraCosta	4.17	West Hills	2.14
Monterey Peninsula	1.53	West Kern	0.01
Mt. San Antonio	1.28	West Valley-Mission	0.40
Mt. San Jacinto	9.73	Yosemite	4.43
Napa Valley	2.17	Yuba	3.26
North Orange County	0.30		
		STATEWIDE (including free territory)	2.08

Appendix A PERCENT CHANGE IN ADULT POPULATION AS DEFINED IN SECTION 2228.1, REVENUE AND TAXATION CODE*

Table 2

Community College District	1-1-91 to 1-1-92	Community College District	1-1-91 to 1-1-92
Allan Hancock Joint	1.29	North Orange County	0.78
Antelope Valley	6.72	Palomar	3.53
Barstow	0.71	Palo Verde	1.52
Butte	2.29	Pasadena Area	0.33
Cabrillo	-0.55	Peralta	0.53
Cerritos	0.66	Rancho Santiago	1.87
Chabot-Las Positas	1.91	Redwoods	2.58
Chaffey	2.99	Rio Hondo	0.50
Citrus	0.71	Riverside	2.62
Coast	0.48	Saddleback	4.35
Compton	0.72	San Bernardino	1.47
Contra Costa	1.75	San Diego	0.83
Desert	2.65	San Francisco	0.79
El Camino	0.58	San Joaquin Delta	2.16
Feather River	2.98	San Jose-Evergreen	1.64
Foothill-DeAnza	0.95	San Luis Obispo County	0.43
Fremont-Newark	2.29	San Mateo County	1.57
Gavilan Joint	1.91	Santa Barbara	0.57
Glendale	1.41	Santa Clarita	5.63
Grossmont-Cuyamaca	1.04	Santa Monica	0.27
Hartnell	1.79	Sequoias, College of the	2.38
Imperial	4.37	Shasta-Tehama-Trinity Joint	3.19
Kern	2.82	Sierra Joint	3.80
Lake Tahoe	2.06	Siskiyou Joint	1.86
Lassen	2.99	Solano County	3.12
Long Beach	0.48	Sonoma County	2.05
Los Angeles	0.67	Southwestern	1.96
Los Rios	2.52	State Center	3.47
Marin	1.51	Ventura County	1.33
Mendocino-Lake	2.25	Victor Valley	5.99
Merced	1.41	West Hills	2.28
MiraCosta	3.35	West Kern	0.70
Monterey Peninsula	0.36	West Valley-Mission	0.64
Mt. San Antonio	1.49	Yosemite	2.41
Mt. San Jacinto	6.07	Yuba	2.79
Napa Valley	1.65		
		STATEWIDE (including free territory)	1.72

APPENDIX C Preliminary Capital Outlay Cost Estimate for On-Site Development at Folsom Lake College

Preliminary Cost Estimate

District: Los Rios Community College District

College: Folsom Lake Community College

Project: On-Site Development

1.	Site (District Owned)		
2.	Plans		
A.	Architects Fee for Preliminary Plans $ 8,328,800.00 @ 8% x .35		$233,210.
B.	Architects Fee for Working Drawings $ 8,328,800.00 @ 8% x .45		$299,840.
C.	Project Administration @ 1%, District Project Manager's Supervision		$ 83,290.
D.	Office of State Architect, Plan Check Fee		None
	(1) Physically Handicapped Fee		$ 3,300.
E.	Community College, Plan Check Fee $ 8,328,800.00 @ 1/7 of 1%		$ 11,900.
F.	Preliminary Soils Test		$ 16,000.
G.	Other Costs		
	(1) EIR Study Cost	$35,700.	
	(2) Legal Advertising (EIR & Project Bid)	200.	
	(3) Reproduction Cost for Project	6,500.	
	(4) Wet Lands Restoration Master Plan	10,000.	
	Total - Other Cost		$ 52,400.
H.	Fees by Local Agencies:		
	(1) City of Folsom Sewer Connection	$805,580.	
	(2) City of Folsom Water Connection & Meter	42,840.	
	(3) City of Folsom Drainage	495,280.	

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Date: February 1, 1992

Preliminary Cost Estimate (Continued)

(4) City of Folsom "Major Road Fee" Minus Intersection Improvement Cost at East Bidwell & Clarksville	246,000.	
Total Fees by Local Agencies:		$1,589,700.
Total - Plans		$2,289,640.

3. Construction

A. Utility Service

(1) Electrical		
(a) Power to Site, & Distribution to Pad & Transformer Location	$350,000.	
(b) Telephone Substructure Distribution to Tele-communications Bldg.	150,000.	
(c) Electrical Substructure, Switch Gear and Light Standards for Circulation Road & Entry Lighting	340,000.	
Total Electrical	$840,000.	
(2) Mechanical/Plumbing		
(a) Water Distribution to Meter	$400,000.	
(b) Sanitary Sewer Distribution to Central Location @ Facility Development	260,000.	
(c) Gas Distribution from Transmission Main to Gas Meter	21,200.	
Total Mechanical	$681,200.	
Total Utility Service		$1,521,200.

B. Site Development Service

(1) Rough Grading		
(a) Clearing, Rough & Finish Grading, and Rock Excavation	$600,000.	

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Date: Febuary 1, 1992

Preliminary Cost Estimate (Continued)

(2)	Storm Drainage		
	(a) Culverts, Concrete Pipe, Drain Inlets, Manholes & Interceptors	$400,000.	
	Total Site Development Service		$1,000,000.
C.	Site Development, General		
(1)	Paving & Walks		
	(a) Roadways Include AC Pavement, Aggregate Base, Type 3 Concrete Curb	$300,000.	
	(b) Site Concrete Includes Concrete Walkways & 8" Retaining Walls	250,000.	
	Total Paving & Walks	$550,000.	
(2)	Landscape & Stabilization		
	(a) Perimeter Landscape & Stabilization Permanent	$688,000.	
	(b) Temporary Erosion Control (Seeding)	22,800.	
	(c) Temporary Erosion Control 4" Rock Base	99,800.	
	Total Landscape & Stabilization	$810,600.	
	Total Site Development, General		$1,360,600.
D.	Other Site Development		
(1)	Wetlands Include Grading, Water Filtration System, Fencing, Trails, Planting, and Temporary Irrigation	$300,000.	
(2)	Telecommunications Building Includes Foundation, CMU Walls, Wood Panelized Roof Structure & Mechanical Equipment Required to Service Conditioning for Centrex Equipment	250,000.	

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Date: Febuary 1, 1992

Preliminary Cost Estimate (Continued)

(3)	Signalized Intersection Improvements at East Bidwell & Clarksville Roads	145,000.	
(4)	Public Right of Way Improvements at East Bidwell Street	240,000.	
(5)	Public Right of Way Improvements at Clarksville Road, includeing Drive & Turn Pockets at Clarksville Entry, and fencing	255,000.	
(6)	Public Right of Way Improvements at Silberhorn including fencing	107,000.	
(7)	Parking Lot Improvements which include base rock, A.C. paving, striping, lighting, landscape, irrigation, and misc. signage.**(Local Funded)**	3,150,000.	
	Total Other Site Improvements		$4,447,000.
E.	Reconstruction		None
F.	New Construction		None
	Total - Construction		$8,328,800.
4.	Test and Inspection		
A.	Test, $ 8,328,800.00 @ 1%		$ 83,290.
	Inspection, 10 months @ 6,060.00		60,600.
	Total - Test and Inspection		$ 143,890.
5.	Contingency		
A.	$ 8,328,800.00 @ 5%		$ 416,440.
6.	Other Construction		None

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Date: Febuary 1, 1992

Preliminary Cost Estimate (Continued)

7.	Architectural and Engineering Administration	
	A. $ 8,328,800.00 @ 8% x .2	$ 133,260.
8.	Total Construction Costs	$ 9,022,390.
9.	Furniture and Moveable Equipment	None
10.	Total Project Cost	$11,312,030.

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Outline of Specifications

District: Los Rios Community College District

College: Folsom Lake Community College

Project: On-Site Development

02100 **Site Preparation**

Covers all the work necessary to selectively remove and dispose of existing growth, vegetation and debris above and below ground, within the area of development.

02150 **Sheeting, Shoring and Bracing**

Specifies the requirements for the design and installation of sheeting, shoring and bracing by the Contractor in those areas where trenches and excavations are greater than 5 feet in depth.

02200 **Earthwork**

Contains general requirements for all earthwork/rough and finish grading and specific requirements for the excavation, placement, stabilization and compaction of earth for the construction of building pads, and open and/or landscaped areas of the site. May include the removal of loose surface soils, scarification and recompaction of underlying soils and placement of engineered fill. Will also include the specific requirements for the earthwork necessary for the Wetlands Restoration portion of site development activities. The specific requirements for road, walkway and building earthwork and requirements for utility trenches are contained in other sections as noted.

02222 **Roadway Excavation and Compaction**

Covers the excavation for roadways and other pavements to subgrade and recompaction of the existing ground prior to placement of pavement sections.

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Date: Febuary 1, 1992

Outline of Specifications (Continued)

02225 **Trench Excavation and Backfill**

Includes requirements for excavation, preparation of pipe-laying surface, pipe bedding and backfilling and compaction for the underground utilities systems to be installed on the site.

02228 **Excavation, Backfilling and Compaction for Structures**

Includes all the requirements for excavation, foundation preparation, backfilling and compaction for all structures to be constructed on site.

02234 **Aggregate Base**

Includes the material and placement requirements for aggregate base for roadways, parking lots, walkways and other areas to receive pavement.

02510 **Asphalt Concrete Pavement**

Covers the requirements for constructing asphaltic concrete pavement with a fog seal, on a prepared base. Depending on the final design traffic index, 2 or 3 inches of asphaltic concrete will be installed.

02520 **Portland Cement Concrete Paving**

Includes all the work required to furnish and install concrete curb and gutter and concrete walkways and ramps. All concrete, formwork, reinforcing steel and/or welded wire fabric necessary to complete the work are specified in this section, rather than in Division 3 - Concrete.

02580 **Pavement Striping and Marking**

Includes the work necessary to provide striping and marking for roadways and parking lots; contains requirements for materials, surface preparation, application and clean-up.

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Date: Febuary 1, 1992

Outline of Specifications (Continued)

02660 **Water Distribution System**

Includes all the requirements for the construction and installation of domestic and fire water transmission and distribution systems to a central within the proposed building areas; contains requirements for pipe and fittings, valves and cocks and includes the installation of fire hydrants. Also included are the requirements for testing and disinfecting the system prior to Owner acceptance.

02685 **Gas Distribution System**

Covers all the work necessary to furnish and install the piping, tubing, valves and fittings for the natural gas distribution system to a metering point within close proximity of the proposed location of the Central Plant.

02720 **Storm Drainage System**

Includes all the work necessary to furnish and install storm water catch basins, grates and frames, culverts, inlets, drainage pipe and surface run-off collection system; includes the installation of high velocity storm water interceptor piping, installation of grease and sand traps on drainage laterals to mitigate potential degradation of groundwater from pollutants in run-off, construction of detention basins during construction for retention of stormwaters prior to discharge to receiving streams and all concrete work related to the installation of catch basins and storm drain manholes.

Also will contain requirements for all drainage structures that are part of the Wetlands Restoration portion of site development activities.

02735 **Sanitary Sewer Collection System**

Includes all the work necessary to furnish and install sewage and wastewater collection mains and lines to central locations within the proposed building areas; includes the construction and placement of manholes with formed or precast bases, frames and covers and the installation of clean-outs.

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Date: Febuary 1, 1992

Outline of Specifications (Continued)

02780 **Power and Communications**

Covers the work necessary to install overhead and underground power and communications lines; includes onsite lines to a central telecommunications building (Centrex building), offsite transmission and distribution systems, microwave transmission and reception and fiber optics transmission.

02810 **Irrigation Systems**

Defines all the work necessary to furnish and install drip irrigation systems for landscaped areas.

02840 **Road Appurtenances**

Includes furnishing and installing of guardrails and regulatory signage.

02900 **Landscape Finish Grading and Planting**

Contains requirements for finish grading of landscaped areas, preparation for planting, plants and ground cover, including hydromulch seeding for erosion control, and maintenance of landscaped areas until final acceptance by Owner.

Also includeded will be planting for the Wetlands Restoration portion of site development activities.

APPENDIX D Letters of Support for Folsom Lake College

UNIVERSITY OF CALIFORNIA, DAVIS

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO — SANTA BARBARA • SANTA CRUZ

DAVID PIERPONT GARDNER
President of the University

THEODORE L. HULLAR
Chancellor at Davis

OFFICE OF THE CHANCELLOR
DAVIS, CALIFORNIA 95616-8558

4 February 1992

RECEIVED
FEB 10 1992
CHANCELLOR'S OFFICE
LOS RIOS COMMUNITY C...

Marjorie K. Blaha, Chancellor
Los Rios Community College District
1919 Spanos Court
Sacramento, CA 95825

Dear Marj:

We at UC Davis have heard that a new community college is proposed for the Folsom area. As you know from our interactions, we strongly believe that all segments of higher education benefit when any one of us is able to improve our service to the people of this state. We firmly believe that the rapidly growing Sacramento area needs additional capacity within the Los Rios Community College District, and the Folsom area seems to us the perfect location for this expanding need. Growth along the Highway 50 corridor and into the City of Folsom and surrounds has been dramatic, and the future does not show much change.

We are all clearly aware that the CSU and UC systems are having a very difficult time accommodating all eligible students. We need more growth at all levels within the higher education triad, and the Folsom area for the Los Rios Community College District seems an ideal point of expansion.

Chancellor Hullar and I have enjoyed our working relationship with the Los Rios District, and we surely hope that you are successful. Certainly our own joint project, the Regional Education Center to be sited at UC Davis, would only benefit by this improvement in the Los Rios Community College District.

I wish you the best of luck with this project.

Sincerely,

Larry

Larry N. Vanderhoef
Executive Vice Chancellor
and Provost

/cac

cc: Chancellor Hullar
Assistant Chancellor Allen

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SIERRA COLLEGE

• 5000 Rocklin Road • Rocklin CA 95677 • Tel. 916 • 781-0540 •

December 10, 1991

Dr. Marjorie K. Blaha,
Chancellor,
Los Rios Community College District
1919 Spanos Court
Sacramento, CA 95825

Dear Marj:

You and I have met and discussed the alternative pros and cons of your district having a campus located in Folsom, California.

We both are well aware of the growth in the Sierra Community College District as well as your District. Our enrollment figures continue to increase, while state funding for growth stays status quo, thus necessitating the cutback of programs and classes. Taking this into account, I do not see that a Folsom campus would adversely affect our enrollment or programs. I attempted to ascertain the number of students in the Granite Bay/Folsom area who are now attending Sierra College, and our Admissions and Records Department project an estimate of 344.64 FTES from the Folsom El Dorado area.

Certainly there is a need for additional programs and class offerings in all of Placer/Sacramento/El Dorado counties considering the growth these areas have witnessed in the past several years. Students who previously enrolled at four-year institutions are now flooding the community colleges in California because of the costs of education in the UC/CSU systems. With continued growth and additional student population, an added campus in the Folsom area would be a benefit to education.

I feel positive our two districts can work together so there will be little conflicting curriculum duplication should the proposed campus become a reality.

If I can provide additional thoughts, please let me know.

Best personal regards,

Jerry

Gerald C. Angove, Ed.D.

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SIERRA COLLEGE ENROLLMENTS
by ZIP Code Area
October 23, 1992

Area	ZIP Code	Number of Students per ZIP Code	Area Totals
Citrus Heights	95610	680	
	95611	8	
	95621	417	
Citrus Heights Total:			1,105
Orangevale	95662	675	675
Folsom	95630	611	611
Total Students Enrolled from Folsom Lake area at Sierra College:			2,391

* Per telephone call to Sierra College, Research Office, Rosalyn Beam on January 14, 1992

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California State University
Sacramento

The President
Sacramento, CA 95819-6022
(916) 278-7337
FAX# (916) 278-6959

November 21, 1991

Dr. Majorie K. Blaha
Chancellor
Los Rios Community College District
1919 Spanos Court
Sacramento, CA 95825

Dear Chancellor Blaha:

I am writing to you in support of the development of a Folsom campus for the Los Rios Community College District.

This is a move on the part of the Los Rios Community College District to which my colleagues and I at California State University, Sacramento, want to give strong support. There is evidence and real need for the development of this facility. Surely it is clear to all that the financial situation in California, which is not going to change in any material way over the years ahead, is one where the community colleges will bear a greater burden of public higher education than has been the case for the past thirty years. Moreover, there is a long standing positive working relationship between the Los Rios Community College District and California State University, Sacramento. This reaches back into the past, it is certainly true at the present, and all of our planning is based upon a close and collaborative set of partnership relations.

The development at Folsom will not in any sense adversely impact the enrollment at California State University, Sacramento. I am certain, based upon a very careful review and analysis of our planning figures, that this campus will not experience a negative impact. Moreover, the Sacramento region is growing rapidly and California State University, Sacramento, cannot handle all of our undergraduate applicants. As you know, we are not admitting any new freshman or lower division transfers for the coming semester, and we have severely curtailed freshman and lower division transfers for 1992-93. I expect that situation to continue.

My colleagues and I will be as helpful as may be needed in the development at Folsom. Please feel free to call upon us. All best wishes.

Sincerely,

Donald R. Gerth

DRG/ch

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FOLSOM CORDOVA UNIFIED SCHOOL DISTRICT
125 East Bidwell Street • Folsom, California 95630-3252
Phone (916) 985-4483

January 13, 1992

Dr. Marjorie K. Blaha, Chancellor
Los Rios Community College
1919 Spanos Court
Sacramento, CA 95825

Dear Dr. Blaha:

I am writing to you today to express the district's support of your proposed community college in the Folsom area. It is the firm belief of our district that through providing the learning conditions that will enable all students to succeed, our students will move into the realm of higher education. The community college system, for many of our youth, is the stepping stone from high school to the university system.

With the recent budget cuts in the areas of higher education, more and more students will be attending community colleges, and with this influx, the need for facilities is increasing at an abounding rate. With a Los Rios campus in Folsom, the benefits for both our entities, be it joint use of facilities, articulation with high school programs, or with college-level classes at Folsom High, I believe that we can form a partnership that will indeed increase student success.

Let me close by reaffirming our endorsement and willingness to cooperate with you and the Los Rios Community College District.

Sincerely,

Virgil W. Jensen
District Superintendent

vdwh

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Folsom Chamber of Commerce

200 Wool Street
Folsom, California 95630
(916) 985-2698

RECEIVED
JAN 21 1992
CHANCELLOR'S OFFICE
LOS RIOS COMMUNITY COLLEGE DIST.

January 16, 1992

Dr. Marjorie K. Blaha, Chancellor
Los Rios Community College
1919 Spanos Court
Sacramento, CA 95825

Dear Dr. Blaha:

Over the past twenty-five years the Folsom Chamber of Commerce has supported and encouraged the building of a community college in Folsom. Our actions in the way of testimony at public hearings, lobbying with local legislators and Los Rios Community College District School Board Members and Administrators, and accepting appointments on special committees, all in favor of a Los Rios campus in our community, speak louder than our written word.

A new college campus in Folsom will be a welcomed convenient alternative for local and area high school graduates and, in addition, many local businesses and manufacturing firms such as Walmart, Intel, and Aerojet are looking forward to offering incentives to their employees to further their educations at a local institution of higher education.

Economically, college campuses create a great influx of dollars into local communities through taxes on expendable income of students, faculty and institutional functions. Of great negative economic consequence to Folsom and surrounding area is traffic congestion and air pollution. This college campus will enable the soaring number of East area Jr. College students to drastically cut their travel miles by attending classes locally.

The list of advantages to having your campus in Folsom is seemingly endless and we are obviously excited about being neighbors, friends and mutually beneficial partners in meeting the educational needs of those students wishing to extend their educational endeavors. We look forward to both students, faculty, and the continuation of Los Rios Community College District presence in our city during the 1990's and well into the 21st century.

Sincerely,

Roger A. Zittel

Roger A. Zittel, Mgr.

WILLIAM K. (KEN) LOWRY, Superintendent

WALLY NEWBERRY, Deputy Superintendent - Instructional Services / Student Programs

VICKI BARBER, Deputy Superintendent - Administrative Services

County Board of Education

JAMES B. NORTON, President
ROBERT L. EDWARDS, Vice Pres.
DOROTHY EMERY, Member
DONALD A. FRIER, D.D.S., Memb.
ROBERT A. LAURIE, Member

January 21, 1992

RECEIVED
JAN 23 1992

Dr. Marjorie Blaha, Chancellor
Los Rios Community College District
1919 Spanos Court
Sacramento, CA 95825

Dear Dr. Blaha:

Our County Office of Education is in an advantageous position to view the growth, development and educational needs of our County. Our County Board of Education and I are anxious that we are resourceful and committed to meeting those educational needs. We are appreciative of the El Dorado Center that is being established here.

While the center meets some of our needs adequately, the educational requirements of our residents go well beyond the ability of a center with limited functions. We therefore wish to urge you and your Board to move decisively to establish the full campus in Folsom.

This campus will be within a relatively easy commute distance. It will expand on the core offerings of the center and facilitate many of our residents.

We recognize the many hurdles you must overcome and do not expect to see the impossible. We do wish to see the Los Rios District keeping a priority on the completion of the Folsom campus.

Yours truly,

Ken Lowry, El Dorado County
Superintendent of Schools and
Secretary, Board of Education

KL:sf 157.

cc: Dean Pat Kirklin
CRC, Placerville Center
Mr. Larry Dun
Folsom Outreach Center
319 East Bidwell Street
Folsom, CA 95630

6767 Green Valley Road, Placerville, California 95667-9357
Phone (916) 622-7130 or (916) 985-4671 FAX 916 621-2543

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members will be appointed by the Governor.

As of October 1992, the Commissioners representing the general public are:

Helen Z. Hansen, Long Beach; *Chair*
Henry Der, San Francisco; *Vice Chair*
Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach
Mari-Luci Jaramillo, Emeryville
Lowell J. Paige, El Macero
Tong Soo Chung, Los Angeles
Stephen P. Teale, M.D., Modesto

Representatives of the segments are:

Alice J. Gozales, Rocklin, appointed by the Regents of the University of California;

Yvonne W. Larsen, San Diego, appointed by the California State Board of Education;

Timothy P. Haidinger, Rancho Santa Fe; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University; and

Harry Wugalter, Ventura; appointed by the Council for Private Postsecondary and Vocational Education.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Fox, Ph.D., who is appointed by the Commission.

The Commission issues some 20 to 30 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Fifth Floor, Sacramento, California 98514-2938; telephone (916) 445-7933.

PROPOSED CONSTRUCTION OF FOLSOM LAKE COLLEGE IN THE LOS RIOS COMMUNITY COLLEGE DISTRICT

Commission Report 92-30

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Single copies may be obtained without charge from the Commission at 1303 J Street, Fifth Floor, Sacramento, California 95814-2938. Recent reports include:

92-17 *A Framework for Statewide Facilities Planning: Proposals of the California Postsecondary Education Commission to Improve and Refine the Capital Outlay Planning Process in California Higher Education* (August 1992)

92-18 *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers: A Revision of the Commission's 1990 Guidelines for Review of Proposed Campuses and Off-Campus Centers* (August 1992)

92-19 *Approval of the Lemoore Center of the West Hills Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors to Recognize the Center as the Official Community College Center for the Lemoore/Hanford Area of Kings County* (August 1992)

92-20 *Commission Comments on the Systems' Final Funding Gap Reports: A Second Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act* (August 1992)

92-21 *Services for Students with Disabilities in California Public Higher Education, 1992: The Second in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987)* (August 1992)

92-22 *Exchanging Students with Eastern Europe: Closing a Half-Century Learning Gap: A Report to the Governor and Legislature in Response to Assembly Concurrent Resolution 132 (Resolution Chapter 145, Statutes of 1990)* (August 1992)

92-23 *1992-93 Plan of Work for the California Postsecondary Education Commission: Major Studies and Other Commission Activities* (August 1992)

92-24 *Resource Guide for Assessing Campus Climate* (August 1992)

92-25 *Meeting the Challenge: Preparing for Long-Term Change in California Higher Education, by Warren H. Fox. Report of the Executive Director to the California Postsecondary Education Commission, August 24, 1992* (August 1992)

92-26 *California College and University Exchange Programs with Mexico: A Staff Report in Response to a Request from the 1991 United State-Mexico Border Conference on Education* (October 1992)

92-27 *Appropriations in the 1992-93 State Budget for Higher Education: A Staff Report to the California Postsecondary Education Commission* (October 1992)

92-28 *Legislation Affecting Higher Education During the Second Year of the 1991-92 Session: A Staff Report to the California Postsecondary Education Commission* (October 1992)

92-29 *Eligibility and Participation in California's Public Universities Through the Year 2006: Projections by the Staff of the California Postsecondary Education Commission* (October 1992)